



DRAFT ENVIRONMENTAL IMPACT REPORT



375 Fremont Street Residential Project

Planning Department Case No. 2002.0449E

State Clearinghouse No. 2003082064

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375 Fremont Street Draft Environmental Impact Report

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I. SUMMARY

A. INTRODUCTION

This is the Draft Environmental Impact Report (EIR) prepared in accordance with the California Environmental Quality Act (CEQA) for the proposed demolition of the existing building at 355-375 Fremont Street between Harrison and Folsom Streets, and the construction of an approximately 378,720-gross-square-foot, 33-story-tall (300 feet tall), building consisting of about 250 dwelling units and 250 below-grade parking spaces. The new project site address would be 375 Fremont Street.

An application for environmental evaluation for the 375 Fremont Street project (the "project") was filed on April 29, 2002. On the basis of the Initial Study published on August 16, 2003, the San Francisco Planning Department determined that an EIR is required. (See Appendix A – Initial Study.) This EIR is intended to provide information on the environmental effects concerning the proposed 375 Fremont Street project to allow the San Francisco Planning Commission to make an informed decision on the project.

B. PROJECT DESCRIPTION

The project site is in the southeast quadrant of San Francisco, in an area known as Rincon Hill. The square-shaped project site is on the west side of the City block bounded by Folsom, Fremont, Harrison, and Beale Streets. The project site is located at 355-375 Fremont Street, on Assessor's Block 3747, Lot 6. The 18,906-square-foot site (approximately 0.43 acre) currently contains a two-story office building, the Hjul Building, which was constructed in 1929 as an industrial building and subsequently converted to office uses. The existing building contains approximately 46,500 gross square feet and a basement with six parking spaces that are accessible from Fremont Street. The Hjul Building at 355-375 Fremont Street is listed in four local surveys containing buildings that could be considered historic resources: the 1976 *Citywide Architectural Survey*, the Foundation for San Francisco's Architectural Heritage's extended survey of the Downtown, the *General Plan* referenced

I. SUMMARY

buildings, and Informational Surveys. The project site is on the north slope of Rincon Hill and slopes up toward Harrison Street and down toward Folsom Street.

The project sponsor, Brownbrew, LLC, proposes to demolish the existing building and construct a 33-story, approximately 378,720-gross-square-foot residential condominium building with below-grade parking. There would be a five-level underground parking garage for about 250 parking spaces. The proposed building would contain about 29 studios, 106 one-bedroom units, 103 two-bedroom units, and 12 three-bedroom units for a total of 250 units. Vehicular access to the parking garage would be from Fremont Street on the north side of the building. Pedestrian access would be from a lobby facing Fremont Street.

Following completion and certification of the Final EIR, the project would require the following approvals, with acting bodies shown in italics:

- Conditional Use authorization for a building taller than 40 feet in an R (Residential) district. *Planning Commission approval*
- Amendment of the *Planning Code* Zoning Maps to increase the height limit from 250 to 300 feet for Block 3747, Lot 6. *Board of Supervisors recommendation, Board of Supervisors approval*
- Variance from the 25-foot setback requirements for the portion of the building above 50 feet in height. *Zoning Administrator approval*
- Variance from the requirement that all off-street parking be independently accessible. *Zoning Administrator approval*
- Demolition and building permits. *Department of Building Inspection approval*
- *Department of Parking and Traffic approval* for passenger (white curbing) zone

The project sponsor also seeks the following exceptions to the *Rincon Hill Plan: Draft for Public Discussion*, dated November 2003, the March 2004 refinements, and the September 2004 supplement (acting body shown in italics):

- Exception to the one-space limit for off-street freight loading spaces. *Planning Commission approval*
- Exception to the 100-foot plan length requirement. *Planning Commission approval*
- Exception to the maximum diagonal of 125 feet. *Planning Commission approval*

- Exception to the maximum allowable floor size above 85 feet in height. *Planning Commission approval*
- Exception to the 15-foot setback above 85 feet on Fremont Street. *Planning Commission approval*

C. MAIN ENVIRONMENTAL EFFECTS

This EIR for the project focuses on the issues of land use, visual quality and urban design, population and housing, transportation, wind, historical resources, and growth inducement. All other potential environmental effects were found to be at a less-than-significant level or to be mitigated to a less-than-significant level with mitigation measures to be implemented by the project sponsor. (Please see the Initial Study, included in this document as Appendix A, for analysis of other environmental issues.) A section on growth inducement is also included in this EIR, and the sections on public utilities and services and shadows are discussed for informational purposes.

Land Use, Zoning, and Plan Consistency (page 44)

The project site is within the Rincon Hill Special Use district (SUD)/Residential Subdistrict. The zoning is RC-4 (Residential/Commercial Combined High-Density), and the project site is in a 250-R height and bulk district. RC-4 Residential-Commercial Combined: High Density districts encourage a combination of high-density dwellings with compatible commercial uses on the ground floor to protect and enhance neighborhoods with mixed-use character. The Rincon Hill SUD was established in 1985 to convert an underutilized and outmoded industrial area to a residential neighborhood close to Downtown that would contribute to the City's housing supply. The SUD was intended to create tapered residential buildings; provide an appropriate mixture of retail sales and personal services to support new residential development; provide a buffer of office and parking uses between the San Francisco–Oakland Bay Bridge and freeway ramps, and the housing sites; and allow some of the existing industrial, service and office uses to remain.

The development project would change land use at the development site from office to high-density, high-rise residential with below-grade parking. The proposed project would consist of an approximately 378,720-gross-square-foot building with approximately 250 dwelling spaces and 250 parking spaces, on a site that is currently occupied by a two-story office building with 46,500 gross square feet and six parking spaces.

The proposed change in land use would constitute a substantial physical change along the east side of Fremont Street. In the recent past, the immediate project area has been characterized by a predominance of surface parking and industrial uses. A number of high-density residential uses have been built recently, are under construction, or have recently been approved near the proposed project site. Therefore, the project vicinity is characterized by a rapidly changing urban landscape; it is transitioning from an industrial district with surface parking to a predominantly mid-rise residential district close to Downtown.

The proposed residential use would be consistent with similar residential uses to the south, east, north, and west, including Hills Plaza, Avalon Towers, and Embarcadero Lofts to the east; and the recently constructed Bridgeview Residential Tower. The project would also be consistent with the approved 200-foot-tall residential loft project at 325 Fremont Street to the north, and the 333 First Street high-rise residential and mixed-use building complex currently under construction to the west. The proposed project would further intensify the Rincon Hill residential uses north of Harrison Street, as envisioned in the *Rincon Hill Plan: Draft for Public Discussion* (November 2003, March 2004 refinements, and September 2004 supplement).

The change in land use would further the goals of the *Rincon Hill Plan: Draft for Public Discussion*, which recommends that the Rincon Hill area be developed as a residential neighborhood close to Downtown that contributes to the City's housing supply. The proposed project would add residential units to the community that is in the process of being established in the immediate project vicinity of the Rincon Hill area. The proposed residential use would be compatible with existing and planned high-density residential uses in the Rincon Hill area. The proposed development would thus continue and extend existing land uses and would not disrupt or divide an established community, nor would it adversely affect the existing character of the vicinity. Therefore, the proposed change in land use would not be a significant impact.

The *Rincon Hill Plan: Draft for Public Discussion* identifies proposed zoning changes of a new Rincon Hill Downtown Residential district by eliminating the existing Rincon Hill Special Use district (*Planning Code*, Section 249.1). As proposed, the project would conform to the 82.5-foot Minimum Tower Separation Option in the plan as there would be an 82.5-foot separation from the existing Avalon Towers (388 Beale Street) to the east. The proposed project would exceed the

maximum length of 100 feet identified in the plan by 9.5 feet and would exceed the maximum diagonal of 125 feet by 3.8 feet. The average floor size above about 85 feet in height would be about 8,649 square feet, which would be more than the allowable maximum average of 8,500 square feet. Thus, the project would have to seek exceptions to the 82.5-Foot Tower Separation Option for maximum plan length, maximum diagonal length, street set-back and floor size above 85 feet in height.

The proposed project would not comply with the 115-Foot Minimum Tower Separation identified in the *Rincon Hill Plan: Draft for Public Discussion* as the preferred option by the Planning Department.

Visual Quality and Urban Design (page 68)

The Rincon Hill area of San Francisco has historically been characterized by predominantly low- to mid-rise industrial buildings and surface parking lots, but is currently in the process of transformation. A number of comparatively high-density residential developments are under construction or have obtained approval to be built. The visual character of the immediate project vicinity is varied, with contrasting building heights, massing, styles, and uses.

The project site is currently occupied by a two-story office building constructed in 1929. Fremont between Folsom and Harrison Streets is occupied by one- to four-story buildings, plus an approximately 12-story PG&E substation, constructed at various times during the twentieth century, with office, institutional, auto service, and social service uses. To the east of the project site, facing Beale Street, is the 19-story Avalon Towers residential building.

The proposed project would result in a visual change and would increase the scale of development of the project site, because it would replace a two-story office building with a 33-story, 300-foot-tall residential tower. The proposed project would be higher than the low- and mid-rise buildings that constitute the majority of structures in the immediate vicinity. However, it would be similar in height to several high-rise buildings that have been built recently or are under construction within one block of the project site, including the 19-story Avalon Towers adjacent to the project site to the east, the recently constructed 26-story Bridgeview Towers residential building at 400 Beale Street to the south, the 333 First Street high-rise residential and mixed-use building complex currently under

construction at the intersection of First and Folsom Streets to the west, and the approved 200-foot-tall residential loft project at 325 Fremont Street to the north.

The proposed project would not be substantially incompatible with the surrounding environment by introducing structures of substantially different visual character, or demonstrably negative visual character, into the area. Large expanses of vacant land, low- and mid-rise buildings, and scattered high-rise buildings in close proximity to the dense Downtown core, characterize the immediate vicinity of the project site. The project vicinity is not characterized by an established, cohesive, distinctive or fragile visual character that would be degraded by the proposed development project. For these reasons, although the proposed building, in combination with the approved development at 325 Fremont Street and the proposed eight-story residential project at 333 Fremont Street, would dramatically change the visual character of the site and vicinity, and would alter the existing pattern of heights at this southern periphery of the Downtown high-rise urban form, the proposed project would not result in significant adverse impacts on visual quality and urban design in San Francisco.

Population and Housing (page 89)

The proposed 250 dwelling units would contribute approximately 350 new residents to the Rincon Hill area of San Francisco, based on a household density factor of about 1.4 persons per dwelling unit.¹ The proposed project would not displace housing or significant numbers of people, and project-generated population would not be a significant impact. However, the proposed residential project would incrementally contribute to the overall cumulative population growth of the Rincon Hill area.

The *Rincon Hill Plan Draft Environmental Impact Report* anticipates approximately 3,650 to 4,865 new dwelling units (including those already existing, approved, under construction, or recently constructed) depending on the adoption of one of three options for urban form development in the Rincon Hill area, as detailed in the *Rincon Hill Plan: Draft for Public Discussion* (November 2003, March 2004 refinements, and September 2004 supplement). This cumulative residential development in the Rincon Hill area would be approximately 1.1 to 1.4 percent of the year 2000 housing stock, while the proposed project's 250 dwelling units would be a very small fraction of total

¹ City and County of San Francisco Planning Department, *Rincon Hill Plan Draft Environmental Impact Report*, September 25, 2004, page 138. This report is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File No. 2000.1081E

San Francisco units. The proposed project would account for a small proportion, approximately 5.1 to 6.8 percent, of the cumulative growth of the 3,650 to 4,865 new dwelling units in the Rincon Hill area. The proposed project's contribution to this cumulative residential growth in the Rincon Hill area would be considered less-than-significant.

The additional 3,650 to 4,865 residential units in the Rincon Hill area would accommodate approximately 5,000 to 6,700 residents.² This cumulative growth in the Rincon Hill area would be approximately 0.7 to 0.9 percent of the 2002 San Francisco population of 755,800, and approximately 0.6 to 0.8 percent of the projected 2020 population of 848,100. The proposed project would contribute a small proportion, approximately 5.2 to 7.0 percent, of the anticipated cumulative Rincon Hill growth of 5,000 to 6,700 new residents (which includes residents of projects recently constructed, under construction, or recently approved). The project's 350 new residents would not be considered a substantial addition to the projected population of the City. Thus, the proposed project's contribution to cumulative population growth would be less-than-significant.

Transportation (page 92)

Based on the Planning Department's standard trip rate for residential space, the project would generate about 2,163 new daily person trips on a weekday, of which approximately 374 would occur during the p.m. peak hour (5:00 to 6:00 p.m.). These 374 new person trips would include 146 trips by automobile, 75 trips by transit, and 153 trips by walking or other modes. Given applicable vehicle occupancy rates, the 146 trips by automobile would translate to 134 new vehicle trips during the p.m. peak hour.

The traffic analysis performed for the project examined existing and future operating conditions at six intersections in the vicinity of the project. The study intersections were Folsom/First Streets, Folsom/Fremont Streets, Folsom/Beale Streets, Harrison/First Streets, Harrison/Fremont Streets, and Harrison Street/The Embarcadero. Weekday traffic counts were made at these intersections in order to evaluate the existing traffic conditions during the weekday p.m. peak hour (5:00 to 6:00 p.m.). The Planning Department considers intersection levels of service (LOS) ranging from LOS A to LOS D to be acceptable at signalized intersections, while LOS E and F are unacceptable. Any degradation to LOS E or F (including from LOS E to LOS F) is considered a significant impact on traffic circulation and operations. During the weekday p.m. peak hour, four of the six study intersections

² *Ibid*, page S-17.

currently operate with acceptable conditions (LOS D or better), and two intersections operate with unacceptable operating conditions (LOS F). The two intersections that currently operate at LOS F conditions are located on the primary approaches to I-80 and the Bay Bridge (Folsom/First and Harrison/First).

The addition of project-generated traffic would result in a relatively small change in the average delay per vehicle at the study intersections, and all six study intersections would continue to operate at the same service levels as under existing conditions. The two study intersections that operate at LOS F under existing conditions (Folsom/First and Harrison/First) would continue to operate at these unacceptable levels.

Traffic volumes and congestion are anticipated to increase over time in the project vicinity and intersection levels of service are expected to deteriorate. In 2020, poor operating conditions would occur along the primary access routes to the Bay Bridge, including First Street and Harrison Street, and the intersections of Folsom/First, Harrison/First, and Harrison/Fremont. The project's contribution to the three study intersections that would operate at LOS F during the weekday p.m. peak hour would be less than 11 percent of the traffic growth at the intersections. At the intersections of First/Folsom and Harrison/Fremont the proposed project would add traffic to movements that would continue to operate satisfactorily. At the intersection of Harrison/First, the proposed project would add traffic to some movements that determine the overall LOS operating conditions at the intersection; however, the contributions would be very small (seven vehicles to the eastbound movement and four vehicles the westbound movement). The project contribution would not represent a considerable contribution to 2020 Cumulative conditions, and the project would not have a significant traffic impact.

The project site is in an area served by public transit. The project would generate about 25 new outbound transit trips and 50 inbound trips (total 75 trips) during the weekday p.m. peak hour. With the additional outbound and inbound transit trips, Muni and regional transit carriers would continue to operate within their respective capacity utilization and load factor standards. New transit trips generated by the project would not substantially affect transit service. Therefore, there would be no significant project impacts on transit operations.

The proposed project would generate an additional 153 walking or "other" trips to and from the site, as well as pedestrian trips associated with the 75 project-generated transit trips. Pedestrian operating conditions on area sidewalks and crosswalks would not noticeably deteriorate with the addition of these walking trips. Both sidewalks and crosswalks would continue to operate at free-flow conditions.

The proposed project would generate a long-term residential parking demand for about 321 spaces. The long-term residential demand generally occurs during the evening and overnight hours. The long-term parking demand of 321 spaces would not be accommodated within the parking supply of 250 parking spaces, which would result in a shortfall of 71 spaces. This shortfall would be accommodated by on-street or in nearby off-street parking facilities that provide overnight parking.

During the weekday midday, the residential parking demand is estimated to be about 80 percent of the overnight parking demand, or about 257 spaces. It is anticipated that a portion of the 71-space overnight parking shortfall would remain parked on-street or in off-street facilities during the day. Since the proposed project would provide 250 parking spaces, there would be a shortfall of between seven parking spaces and 71 parking spaces during the midday period. Based on a proposed project shortfall of between seven and 71 parking spaces, parking occupancy in the study area would increase from 91 percent to 95 percent. The residual shortfall of parking would force drivers to search for parking farther afield or switch to alternative travel modes. The issue of parking space supply versus demand and occupancy is not considered by the Planning Department to be a permanent physical environmental condition or a significant environmental impact. Moreover, accommodating an unconstrained demand for vehicles by requiring parking to meet demand would encourage additional vehicle use, with associated environmental problems of traffic congestion, safety, air pollution, and noise. It is for these reasons that the Planning Department has adopted and repeatedly endorsed a "Transit First" policy (in the Transportation Element of the *San Francisco General Plan*) that prioritizes accommodating transit service over private vehicles.

The proposed project would provide two off-street loading spaces, which would meet the *San Francisco Planning Code* requirement and the estimated loading demand.

During project construction, anticipated to last approximately 24 months, construction staging would occur primarily within the site and from the adjacent sidewalk on Fremont Street. It is anticipated

that the sidewalk along the proposed project frontage on Fremont Street would be closed throughout the construction duration, and that a temporary pedestrian walkway would be constructed in the adjacent parking lane. Since there are no Muni bus stops along the project site frontage, it is not anticipated that any Muni bus stops would need to be relocated during construction of the proposed project. It is anticipated that no regular traffic lanes would need to be closed during construction. On average, there would be between 30 and 100 construction workers per day at the project site, depending on the phase. Since the nearby parking facilities currently have some availability during the day, it is anticipated that construction worker parking demand could be accommodated without substantially affecting area-wide parking conditions.

The construction activity of the proposed project may overlap with the construction of other proposed projects in the area, which would affect access, traffic operations, and pedestrian movements. The construction schedule of the proposed project would overlap with the seismic retrofit of the Bay Bridge and its approaches. Bay Bridge construction activity is anticipated to be concentrated in the area adjacent to the Bay Bridge span and approach, and is not expected to substantially affect traffic operating conditions in the vicinity of the proposed project.

Shadow (page 115)

The proposed project would cast shadows on portions of Fremont, Folsom, Beale, and Spear Streets, the Transbay Terminal bus ramp, and on nearby buildings, at varying times of the year. However the proposed project would not cause new shade on any open space under the jurisdiction of, or designated to be acquired by, the Recreation and Park Commission, and its impact would be considered less-than-significant.

The proposed project, along with the proposed high-rise residential development at 399 Fremont Street and the approved high-rise residential developments at 401 Harrison Street and 325 Fremont Street, would cast shadows on portions of Fremont, Folsom, Beale, Harrison, Lansing, First, and Spear Streets, Guy Place, the Transbay Terminal bus ramp, and on nearby buildings, at varying times of the year. However, the projects would not cause new shade on any open space under the jurisdiction, or designated to be acquired by, the Recreation and Park Commission; therefore their cumulative impact would be considered less-than-significant.

Wind (page 131)

Wind tunnel tests were conducted for the project site and vicinity under three scenarios: (1) the setting under existing conditions; (2) existing conditions plus the proposed project; and (3) cumulative development conditions plus the proposed project. Wind speed measurements were taken at 21 pedestrian-level locations at or near the project site, plus three points on the platform of the proposed building.

The general vicinity of the project site is moderate to windy; however, in the vicinity of the project site, winds are relatively lower than conditions typical of the South of Market area. The *Planning Code* wind hazard criterion of 36 (adjusted) miles per hour (mph) hourly averaged wind speed is currently not exceeded at any of the 21 test locations.

Seventeen of the 21 test locations currently meet the *Planning Code* pedestrian-comfort criterion value of 11 mph. Wind speeds of 14 mph or more occur at two of the 21 locations, and the highest wind speeds in the vicinity (20 mph) occur in front of the Sailors Union of the Pacific Building located at the northeast corner of Harrison and First Streets.

Conditions with the project would be slightly more windy. The project would not add any new wind hazard exceedances at any of the 21 test locations plus three points on the platform of the proposed building, and therefore the wind impact of the project would be less-than-significant. The average equivalent wind speed for all 24 test points would increase slightly. Wind speeds in pedestrian areas would range from 6 to 20 mph. The project would not eliminate any existing pedestrian-comfort criterion exceedances, and would add two new exceedances located at the northeast corner of Harrison and Fremont Streets, and at the northeast corner of the Avalon Towers site at the mid-block of Beale Street between Folsom and Harrison Streets. Eighteen of the 24 points would meet the pedestrian-comfort criterion value of 11 mph.

Given the existing windy conditions of the site and vicinity and the magnitude of changes in wind conditions that can reasonably be expected from the project, it may not be possible to design any structure that fully meets the goals of the project and which would fully reduce ambient wind speeds to meet the *Planning Code* Section 249.1(b)(3) comfort criteria at all locations in the vicinity of the site. It should not be assumed that reducing the size or changing the design of the project would

effectively reduce wind speed in the vicinity sufficiently to eliminate all of the existing or project-generated pedestrian-comfort exceedances.

Under existing plus project plus cumulative conditions (which include the following approved and potential developments: 201 Folsom Street, 300 Spear Street, 333 Fremont Street, and 325 Fremont Street), average wind speed for all 24 test points would decrease. Under the cumulative scenario, there would be no wind hazard exceedances at any of the 24 test locations. The cumulative scenario would eliminate one project-related pedestrian-comfort criterion exceedance and one existing exceedance.

Public Utilities and Services (page 150)

The proposed project would increase demand for and use of public services, but not in excess of amounts expected and provided for in this area. The project and other proposed developments in the Rincon Hill area would cumulatively contribute to an increase in the demands for and uses of public services. The extent of demands, however, could generally be met by the respective public services and utilities and would not be considered significant cumulative impacts.

San Francisco's solid waste is disposed of at the Altamont Landfill. The solid waste associated with the project construction and operation would not substantially affect the projected life of the Altamont Landfill, and no associated impacts would occur.

The project site is served by San Francisco's combined sewer system, which handles both sewage and stormwater runoff. No major new sewer construction would be needed to serve the proposed project. Wastewater treatment for the east side of the City is provided primarily by the Southeast Water Pollution Control Plant. The project would have little effect on the total wastewater volume discharged through the combined sewer system, particularly since stormwater runoff contributes greatly to the total flow and the site is already paved (resulting in maximum stormwater flows). The project would not result in a substantial increase in demand for wastewater treatment, and thus it would not result in an associated significant impact.

The project site presently receives police and fire protection services, and the project would create additional demand for fire and police services in the area. Although the project could increase the number of calls received from the area or the level of regulatory oversight that must be provided as a

result of the increased concentration of activity on site, the increase in responsibilities would not likely be substantial in light of the existing demand for police protection services in the South of Market area, and the demand for fire protection services in the Rincon Hill-Rincon Point area. Furthermore, the increase in demand would not require the construction of any new police or fire prevention facilities, and thus would not result in an associated significant impact.

The nearest elementary school is the Bessie Carmichael Elementary School at 55 Sherman Street, the nearest middle school is the Potrero Hill Middle School at 655 De Haro Street, and the closest high school is Mission High School at 3750 18th Street. These schools would be able to accommodate any students generated by the project. The proposed building would contain a swimming pool and exercise room for residents, and thus would not substantially increase demand at recreational facilities in the area. The project population would not have an associated significant demand for schools and recreation facilities.

The proposed building would require typical utility connections and could tap into existing power and communications grids. Any relocation would be completed without interruption of service to adjacent properties.

The project-generated demand for electricity would be negligible in the context of the overall demand with San Francisco and the State, and would not in and of itself require a major expansion of power facilities. No new power or communications facilities would be necessary as a result of project implementation, and thus the proposed project would not result in an associated significant physical environmental effect.

The proposed project would generate an estimated demand for about 34,900 gallons of water per day. There is currently limited consumption of water on the site. The proposed project would incrementally increase the demand for water in San Francisco. The new construction would be designed to incorporate water-conserving measures, such as low-flush toilets and urinals, as required by the California State Building Code Section 402.0(c). The projected water consumption for the proposed project was assumed in the San Francisco Public Utilities Commission's *Urban Water Management Plan 2000* and an adequate water supply would be available for the project. Because project water demand could be accommodated by the existing supply, it would not result in a substantial increase in water use, it would not result in a significant impact.

Historical Resources (page 155)

Archeological Resources³

Despite the topographic reduction that has occurred on the site since the 1850s, there is a potential for encountering prehistoric/protohistoric archeological resources at the site. There is little likelihood of recovering cultural resources from the Spanish, Mexican or Early American periods (1775-1848). However, there is reasonable possibility that subsurface cultural resources of significance associated with the prehistoric, Gold Rush and Late 19th Century periods may exist within the confines of the project site.

Construction of the project would require excavation to 40 feet below the existing grade and would be expected to involve substantial disturbance of previously undisturbed soils, including removal of about 27,800 cubic yards of soil, and impacts from foundation improvements. No prior soils-disturbing activities have been identified that would have significantly impaired the integrity of archeological resources within the project site. The prehistoric and historical archeological resources that are expected to be present within the project site may have sufficient scientific/historical research potential to qualify the resources for eligibility for listing to the California Register of Historic Places under criteria A and D. Given the potential presence of archeological resources on the site, the project sponsor would implement Mitigation Measure 4 to reduce the potentially significant disturbance, damage, or loss of archeological resources during project construction to a less-than-significant level.

Historic Architecture

The Hjul Building at 355-375 Fremont Street is listed in four surveys that contain buildings that could be considered historic resources: the 1976 *Citywide Architectural Survey*, the Foundation for San Francisco's Architectural Heritage's extended survey of the Downtown, the *General Plan*-referenced buildings and Informational Surveys. San Francisco's Planning Department's 1976 Architectural Quality Survey rated the Hjul Building "1," indicating that it was of contextual significance. In 1985, SF Heritage surveyed the building and rated it "C," suggesting that it may be

³ Shortly after the Initial Study was published, the Planning Department revised the discussion of archeological resources and the respective mitigation measure. The discussion and mitigation measure are included in the DEIR for informational purposes as the project's potential impacts on subsurface cultural resources would be reduced to a level of insignificance.

of contextual importance. The building is neither a designated San Francisco Landmark nor part of a local historic district.

An evaluation of the Hjul Building at 355-375 Fremont Street by a historic architectural consultant under the criteria of the California Register of Historic Places concluded that the building is not particularly rare or unique, has diminished integrity, has minor significance to the area as a whole, shares few characteristics with nearby structures, and would not qualify for individual listing on either the State or National Registries due to its loss of character-defining interiors. The building's Contextual "C" rating by SF Heritage and rating as a "1" in the *1976 Citywide Architectural Survey* are insufficient to qualify it as a historic resource.

The Planning Department contends that the 355-375 Fremont Street building façade organization and ornament is more unique than most other industrial buildings in the area. The façade is more vertical in orientation, more intricate and fine-grained than other industrial buildings of its age, and enough of the building, including all other parts of the façade and the industrial sash windows have been retained, which allows the building integrity to be maintained. Therefore, the Hjul Building at 355-375 Fremont Street could be considered a historic resource due to artistic merit, and demolition of the structure would be a significant impact. Implementation of Mitigation Measure 5 would reduce this impact, but the loss of the historic resource would remain a significant and unavoidable impact.

Growth Inducement (page 172)

The proposed project entails construction of a new 33-story building providing 378,720 gross square feet of residential space, which would include 250 residential units and 250 parking spaces. The additional residential space in the Rincon Hill neighborhood would increase the daily population on the project site to approximately 355 people, from the current 25 office employees. The project would accommodate 350 new residents and 5 employees, for a net decrease of 20 jobs on the site. The small decrease in employment on the project site would not be considered significant in the urban context of San Francisco. Because of the current strong demand for housing, especially for housing close to the Financial District, which would exist with or without the project, the project would not induce substantial growth or concentration of population beyond that which would have occurred without the project. Some project residents may relocate from other parts of the Bay Area to be closer to their employment in Downtown San Francisco. To the extent that this occurs, the

project would result in reduced commuting to work. For these reasons, the proposed project would not cause significant growth-inducing impacts.

D. MITIGATION MEASURES (page 175)

1. Construction Air Quality

- The project sponsor shall require the construction contractor(s) to spray the project site with water during excavation, grading, and site preparation activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other such material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during these periods at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor shall require the construction contractor(s) to obtain reclaimed water from the Clean Water Program for this purpose.
- The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as prohibiting idling motors when equipment is not in use or when trucks are waiting in queues, and implementing specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

2. Hazards (Contaminated Soil)

- *Step 1: Preparation of Site Mitigation Plan:*

Soil and groundwater samples shall be characterized (analyzed) for metals, petroleum hydrocarbons and gasoline/diesel components, volatile and semi-volatile organic compounds, and other constituents, as requested by the Department of Public Health (DPH). In addition, groundwater characterization shall be carried out for total suspended solids, total settleable solids, pH, total dissolved solids, and turbidity. Samples shall be analyzed by state-accredited laboratories. Based on the results of soil and groundwater characterization, a site Mitigation Plan shall be prepared by a qualified individual, in coordination with DPH and any other applicable regulatory agencies. The sampling and studies shall be completed by a Registered Environmental Assessor or a similarly qualified individual. Excavated soils shall be disposed of in an appropriate landfill, as governed by applicable laws and regulations, or other appropriate actions shall be taken in coordination with DPH.

- *Step 2: Site Health and Safety Plan*

Prior to conducting any remediation activities a Site Health and Safety Plan would be prepared pursuant to California Division of Occupational Safety and Health (Cal-OSHA) requirements and National Institute for Occupational Safety and Health guidance to ensure worker safety. Under Cal-OSHA requirements, the Site Health and Safety Plan would need to be prepared prior to initiating any earth-moving activities at the site. The Site Health and Safety Plan shall identify protocols for managing soils during construction to minimize

worker and public exposure to contaminated soils. The protocols shall include at a minimum:

- Characterization of excavated native soils proposed for use on site prior to placement to confirm that the soil meets appropriate standards.
- The dust controls specified in Construction Air Quality Mitigation Measure 1.
- Protocols for managing stockpiled and excavated soils.

The Site Health and Safety Plan shall identify site access controls to be implemented from the time of surface disruption through the completion of earthwork construction. The protocols shall include as a minimum:

- Appropriate site security to prevent unauthorized pedestrian/vehicular entry, such as fencing or other barrier or sufficient height and structural integrity to prevent entry and based upon the degree of control required.
- Posting of "no trespassing" signs.
- Providing on-site meetings with construction workers to inform them about security measures and reporting/contingency procedures.

If groundwater contamination is identified, the Site Health and Safety Plan shall identify protocols for managing groundwater during construction to minimize worker and public exposure to contaminated groundwater. The protocols shall include procedures to prevent unacceptable migration of contamination from defined plumes during dewatering.

The Site Health and Safety Plan shall include a requirement that construction personnel be trained to recognize potential hazards associated with underground features that could contain hazardous substances, previously unidentified contamination, or buried hazardous debris.

The Site Health and Safety Plan shall include procedures for implementing a contingency plan, including appropriate notification and control procedures, in the event unanticipated subsurface hazards are discovered during construction. Control procedures could include, but would not be limited to, investigation and removal of underground storage tanks or other hazards.

- *Step 3: Handling, Hauling, and Disposal of Contaminated Soils*

(a) specific work practices: If, based on the results of the soil tests conducted, DPH determines that the soils on the project site are contaminated at or above potentially hazardous levels, the construction contractor shall be alert for the presence of such soils during excavation and other construction activities on the site (detected through soil odor, color, and texture and results of on-site soil testing), and shall be prepared to handle, profile (i.e., characterize), and dispose of such soils appropriately (i.e., as dictated by local, state, and federal regulations) when such soils are encountered on the site. If there are excavated materials containing over one percent friable asbestos, they would be treated as hazardous waste, and would be transported and disposed of in accordance with applicable State and

federal regulations. These procedures are intended to mitigate any potential health risks related to chrysotile asbestos, which may or may not be located on the site.

(b) dust suppression: Soils exposed during excavation for site preparation and project construction activities shall be kept moist throughout the time they are exposed, both during and after work hours.

(c) surface water runoff control: Where soils are stockpiled, visqueen shall be used to create an impermeable liner, both beneath and on top of the soils, with a berm to contain any potential surface water runoff from the soil stockpiles during inclement weather.

(d) soils replacement: If necessary, clean fill or other suitable material(s) shall be used to bring portions of the project site, where contaminated soils have been excavated and removed, up to construction grade.

(e) hauling and disposal: Contaminated soils shall be hauled off the project site by waste hauling trucks appropriately certified with the State of California and adequately covered to prevent dispersion of the soils during transit, and shall be disposed of at a permitted hazardous waste disposal facility registered with the State of California.

- *Step 4: Preparation of Closure/Certification Report*

After excavation and foundation construction activities are completed, the project sponsor shall prepare and submit a closure/certification report to DPH for review and approval. The closure/certification report shall include the mitigation measures in the SMP for handling and removing contaminated soils from the project site, whether the construction contractor modified any of these mitigation measures, and how and why the construction contractor modified those mitigation measures.

3. Hazards (PCBs)

- The project sponsor would ensure that building surveys for PCB-containing equipment (including elevator equipment), hydraulic oils, and fluorescent lights are performed prior to the start of demolition. Any hazardous materials so discovered would be abated according to federal, state, and local laws and regulations.

4. Archeological Resources⁴

- Based on a reasonable presumption that archeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archeological consultant having expertise in California prehistoric and urban historical archeology. The archeological consultant shall undertake an archeological testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure. The archeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All

⁴ Shortly after the Initial Study was published, the Planning Department revised the discussion of archeological resources and the respective mitigation measure. The discussion and mitigation measure are included in the DEIR for informational purposes as the project's potential impacts on subsurface cultural resources would be reduced to a level of insignificance.

plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archeological resource as defined in CEQA Guidelines Sect. 15064.5 (a)(c).

Archeological Research Design/Testing Program. The archeological consultant shall prepare and submit to the ERO for review and approval an archeological research design/testing program (ARD/TP). Prior to undertaking the preparation of the ARD/TP, the archeological consultant shall meet and consult with the ERO on the scope of the ARD/TP. The archeological testing program shall be conducted in accordance with the approved ARD/TP. The ARD/TP shall identify the property types of the expected archeological resource(s) that potentially could be adversely affected by the proposed project, evaluate the eligibility of expected archeological resources for listing in the CRHR, the testing method to be used, and the locations recommended for testing. The purpose of the archeological testing program will be to determine to the extent possible the presence or absence of archeological resources and to identify and to evaluate whether any archeological resource encountered on the site constitutes a historical resource under CEQA.

At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If based on the archeological testing program the archeological consultant finds that significant archeological resources may be present, the ERO in consultation with the archeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery program. If the ERO determines that a significant archeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

- A) The proposed project shall be re-designed so as to avoid any adverse effect on the significant archeological resource; or
- B) A data recovery program shall be implemented, unless the ERO determines that the archeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archeological Monitoring Program. If the ERO in consultation with the archeological consultant determines that an archeological monitoring program shall be implemented the archeological monitoring program shall minimally include the following provisions:

- The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the archeological consultant shall determine what project activities shall be archeologically monitored. In most cases, any soils-

disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archeological monitoring because of the risk these activities pose to potential archeological resources and to their depositional context;

- The archeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archeological resource;
- The archeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;
- The archeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archeological Data Recovery Program. The archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.

- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Human Remains and Associated or Unassociated Funerary Objects. The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines, Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archeological Resources Report. The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

5. Historic Architecture

- There are few, if any, measures that can mitigate the loss of this significant building to a less-than-significant level. It is not possible, under CEQA, to mitigate the loss of a resource significant for its historic association and architecture with photographic documentation, original architectural plans, or salvaged materials. Therefore, impacts related to the demolition of the 355-375 Fremont Street building would remain significant and unavoidable.

- Prior to demolition, the project sponsor shall provide adequate documentation of the existing building. The documentation shall be submitted to the City and County of San Francisco Planning Department and found to be adequate prior to authorization of any permit that may be required for demolition of the building. In addition, the project sponsor shall prepare and transit the photographs and descriptions of the property to the History Room of the San Francisco Public Library and the Northwest Information Center of the California Historic Information Resource System. The documentation shall include:
 - A video documentary of the property.
 - Photo-documentation of the property to Historic American Building Survey Standards. The standard size of negatives and transparencies (and accompanying prints) are 5-by-7 inches. Other large-format sizes such as 4-by-5 inches and 8-by-10 inches are also acceptable for formal documentation. Roll film, film packs and electronic manipulation of images are not acceptable.

Images must be fully identified with the name and location of the structure, a description of the feature or view being photographed and the direction in which the photograph was taken, as well as the name of the photographer and the date created.

 - Black and white, 35 millimeter photographs of the interior and exterior of the building. Negatives and 5-by-7 inch prints should be processed to meet archival requirements (i.e., negatives must be on safety film only; resin-coated paper is not accepted).
 - The available original plans of the building shall be included as part of the documentation. All drawings and site plans shall be appropriately conserved at the site or at a qualified repository.
- Prior to demolition, the project sponsor shall salvage the character-defining elements of the existing building that are considered to be historically significant, as determined by a qualified architectural historian (and can feasibly be salvaged), and shall seek to donate those elements to an organization such as a local historical society. The features to be salvaged shall be determined by the City following consultation with a qualified historic resources firm. Features to be salvaged should include primary character-defining features. Donation of the materials to the historical society or other entity approved by the City shall be confirmed by the City prior to the issuance of demolition permits.

No additional mitigation is feasible for impacts related to demolition of the building, due to the limited options available when demolition is proposed.

E. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROJECT IS IMPLEMENTED (page 183)

The proposed project, with mitigation, would have the following unavoidable significant impact in the area of historic architectural resources:

The project sponsor intends to demolish the Hjul Building at 355-375 Fremont Street and construct a 33-story residential building. The Hjul Building at 355-375 Fremont Street is considered a historical resource for CEQA purposes, and demolition of this building would be a significant adverse impact that could not be fully mitigated. In addition, the project would have an indirect significant cumulative impact on historical architectural resources in Rincon Hill. Should the Planning Commission approve the project as proposed, it would be required to make a finding that the project would have significant project-specific and cumulative environmental impacts and would adopt a Statement of Overriding Considerations.

With implementation of the mitigation measures outlined in Chapter IV, Mitigation Measures, of this report, all other potential significant impacts would be reduced to a less-than-significant level.

F. ALTERNATIVES TO THE PROPOSED PROJECT (page 185)

Alternative A: No Project

This alternative would entail no change to the existing two-story office building, totaling approximately 46,500 gross square feet, on the site. The proposed project would not be built, and the height limits on the site would not be increased. This alternative, however, would not preclude future proposals for redevelopment of the project site for uses permitted in the RC-4 zoning district and 250-R height and bulk district.

If the No Project Alternative were implemented, none of the impacts associated with the project would occur. The existing Hjul Building (355-375 Fremont Street) on the site, a building rated as having contextual importance in four local surveys of historic resources (the 1976 *Citywide Architectural Survey*, the Foundation for San Francisco's Architectural Heritage's extended survey of the Downtown, the *General Plan*-referenced buildings, and Informational Surveys), would remain unaltered, and the existing office building would not change. (The Planning Department considers the building a historic architectural resource under CEQA.) The air quality impacts of the proposed project, and project-specific effects on intersection conditions, transit use, parking, loading, and pedestrian and bicycle traffic, also would not occur, although these impacts would not be significant under the proposed project. Intersection operations (at Folsom/First, Harrison/First, and Harrison/Fremont) and transit operating conditions that would degrade to unacceptable levels of

service by the 2020 cumulative horizon year would do so with or without the project. Under this alternative, there would be no incremental contribution from the project site to these degraded conditions, beyond the current traffic and transit ridership generated by the existing office building on the site.

Other less-than-significant effects of the proposed project described in the Initial Study (Appendix A), including effects of the proposed 33-story project on visual quality and urban design, wind effects, shadow effects on nearby streets and buildings, population, generation of noise during construction, potential discovery of subsurface cultural resources during excavation, and potentially hazardous materials, among other impacts, would not occur with this alternative and no mitigation measures would be required.

The No Project Alternative would not meet any of Brownbrew, LLC's project objectives.

Alternative B: Existing Rincon Hill SUD-Compliant Alternative

Alternative B, the Existing Rincon Hill SUD-Compliant Alternative, would involve demolition of the existing Hjul Building on the project site, and construction of a 250-foot-tall, 218-unit residential building, in conformity with the current 250-foot height restriction of the project site. The building would be approximately 28 stories high, containing approximately 330,000 gross square feet (compared to the proposed project's 378,720 gross square feet). There would be 218 parking spaces in a five-level underground garage.

Similar to the proposed project, Alternative B: Existing Rincon Hill SUD-Compliant Alternative would result in the loss of the existing Hjul Building on the site. As discussed in Chapter III.H. Historical Resources section of this DEIR, the Hjul Building is considered by the Planning Department to be a historical resource for CEQA purposes, and demolition of this building would be a significant impact under both the proposed project and this alternative. Implementation of Mitigation Measure 5 would reduce this impact, but loss of the historic resource would remain a significant and unavoidable impact.

The proposed project would add to the intensity of land use within the Rincon Hill area, but this alternative's 218 residential units would not be considered a significant addition to the projected residential housing stock in the City when considered within the context of year 2025 housing

projections. Cumulative land use impacts of this alternative would be less than for the proposed project, although these cumulative effects would be less-than-significant for both this alternative and the proposed project.

The height, massing, scale, and overall appearance of this alternative would be smaller than the proposed project, and impacts on visual quality, urban design, and views would be less than those of the proposed project. Neither the proposed project nor this alternative would result in significant adverse impacts on visual quality and urban design in San Francisco.

Compared to the proposed project, Alternative B would have less intensive environmental effects on transportation and parking because of its smaller size. This alternative would generate about 326 daily person trips and 117 vehicle trips in the weekday p.m. peak hour compared to proposed project's 374 new daily person trips and 134 weekday p.m. peak hour vehicle trips. The operating conditions would be better than with the project, and the levels of congestion at the key intersections studied would be less than with the proposed project, although these impacts would be less-than-significant for both this alternative and the proposed project. This alternative would contribute approximately 9.6 percent of the cumulative year 2020 growth in traffic at three nearby intersections that would operate at Level of Service F under cumulative conditions (Folsom/First, Harrison/First, and Harrison/Fremont). The proposed project would contribute approximately 11 percent of the cumulative traffic growth to these intersections, but neither this alternative nor the proposed project would have a significant cumulative impact, because the turning movements of vehicles generated by this alternative and the proposed project at these intersections are not in the directions that result in Level of Service F under cumulative conditions.

This alternative would have a lesser effect on wind than the proposed project. The project-specific and cumulative wind impacts of both this alternative and the proposed project would be less-than-significant.

This alternative would be smaller than the proposed project and would have a correspondingly smaller shadow effect. Neither this alternative nor the proposed project would shade any public open space under the jurisdiction of the Recreation and Park Department. Both project-specific and cumulative shadow effects for this alternative and the proposed project would be less-than-significant.

Impacts of both this alternative and the proposed project on construction air quality, hazards, and archeological cultural resources are potentially significant but would be reduced to a less-than-significant level by mitigation measures identified in Chapter IV. Mitigation Measures Proposed to Minimize the Potential Adverse Impacts of the Project.

The Existing Rincon Hill SUD-Compliant Alternative also would have fewer effects on construction noise, operational air quality, utilities and public services, and energy/natural resources, although these impacts would be less-than-significant for both this alternative and the proposed project. Under this alternative there would be 82.5 feet of tower separation from the existing Avalon Towers to the east. Thus, this alternative, similar to the proposed project, would comply with the 82.5-Foot Minimum Tower Separation Urban Form Option in the November 2003 *Rincon Hill Plan: Draft for Public Discussion* (March 2004 refinements and September 2004 supplement), however, it would need exceptions for the set-back requirement on Fremont Street and the floor size above 85 feet.

This alternative would have similar effects in those environmental areas not governed by height or bulk: operation noise, biology, geology/topography, and water, and would have less-than-significant impact on those areas, as would the proposed project.

The Existing Rincon Hill SUD-Compliant Alternative would meet Brownbrew, LLC's project objectives of providing 210 - 250 dwelling units in the Rincon Hill area and developing a project consistent with the existing urban design character of the area.

Alternative C: Partial Preservation Alternative

Alternative C, the Partial Preservation Alternative, would involve a residential tower similar to the proposed project, but which preserves the Fremont Street façade of the existing Hjul Building, and is set back 15 feet from Fremont Street. The interior portions of the Hjul Building and portions of the north, east, and south facades would be demolished, and a 33-story, 250-unit residential building would be constructed above and around the Fremont street façade of the Hjul Building. As with the proposed project, the building in this alternative would be 300 feet tall and would contain 378,720 gross square feet, with two off-street loading spaces and 250 parking spaces in a five-level underground garage. Also, as with the proposed project, this alternative would not conform with the current 250-foot height restriction of the project site. Due to the 15-foot setback from Fremont

Street, this alternative would have a smaller plaza area on the east side of the project site, with less open space, than would the proposed project.

Unlike the proposed project, Alternative C: Partial Preservation Alternative would preserve the façade of the existing Hjul Building on the site. As discussed in Chapter III. H. Historical Resources, where the Hjul Building is considered by the Planning Department to be a historical resource for CEQA purposes, preservation of the first 15 feet in-depth of this building would be less severe an impact on a historical resource than the proposed project. However, it would still be an unavoidable significant impact.

Under this alternative, the appearance of the Fremont Street frontage would differ somewhat from the proposed project because the façade of the existing Hjul Building would be preserved in the lower portion of the building. In other respects, the height, massing, scale, and overall appearance of this alternative would be similar to the proposed project, and impacts on visual quality, urban design, and views would be similar to those of the proposed project. These impacts would be less-than-significant.

The proposed project would add to the intensity of land use within the Rincon Hill area, but this alternative's 250 residential units would not be considered a significant addition to the projected residential housing stock in the City when considered within the context of year 2025 housing projections. Project-specific and cumulative land use impacts of this alternative would be similar to those of the proposed project, although these effects would be less-than-significant for both this alternative and the proposed project.

Alternative C would have similar environmental effects on transportation and parking. As with the proposed project, this alternative would generate about 374 new daily person trips and 134 weekday PM peak hour vehicle trips. The operating conditions and levels of congestion at the key intersections studied would be the same as with the proposed project, although these impacts would be less-than-significant for both this alternative and the proposed project. This alternative, as well as the proposed project, would contribute approximately 11 percent of the cumulative year 2020 growth in traffic at three nearby intersections that would operate at Level of Service F under cumulative conditions (Folsom/First, Harrison/First, and Harrison/Fremont), but neither this alternative nor the proposed project would have a significant cumulative impact, because the turning movements of

vehicles generated by this alternative and the proposed project at these intersections are not in the directions that result in Level of Service F under cumulative conditions.

This alternative's effect on wind would be similar to that of the proposed project. The project-specific and cumulative wind impacts of both this alternative and the proposed project would be less-than-significant.

This alternative would be the same height and size as the proposed project, but, unlike the proposed project, would be set back 15 feet from Fremont Street. As a result, this alternative would have slightly different shadow effects than the project, but neither this alternative nor the proposed project would shade any public open space under the jurisdiction of the Recreation and Park Department. Project-specific and cumulative shadow effects for both this alternative and the proposed project would be less-than-significant.

Impacts of both this alternative and the proposed project on construction air quality, hazards, and archeological cultural resources would be potentially significant but would be reduced to a less-than-significant level by mitigation measures identified in Chapter IV, Mitigation Measures Proposed to Minimize the Potential Adverse Impacts of the Project.

Compared to the proposed project, the Partial Preservation Alternative would have similar effects on construction and operation noise, operational air quality, utilities and public services, biology, geology/topography, water, and energy/natural resources, although these impacts would be less-than-significant for both this alternative and the proposed project.

Alternative C would satisfy the project sponsor's objectives of providing 250 dwelling units in the Rincon Hill area, developing a project consistent with the existing urban design character of the area, developing a project with minimal environmental disruption, and bringing the property into compliance with the San Francisco Building Code. However, this alternative would provide less than 82.5 feet of separation from the existing Avalon Towers to the east, and would not comply with any of the four urban form options in the *Rincon Hill Plan: Draft for Public Discussion*. Furthermore, this alternative would be considerably more expensive than the demolition and replacement of the existing building. The project sponsor believes that this alternative would

increase the costs of the residential units above the market rate preventing him from selling the units and causing the project costs to be prohibitive.

Alternative C: Partial Preservation Alternative would be the environmentally superior alternative.

G. AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED (page 173)

This environmental impact report focuses on the issues of land use, visual quality and urban design, population and housing, transportation, wind, historical resources, and growth inducement, as well as discussing shadows and public utilities and services for informational purposes. All other potential environmental effects were found to be at a less-than-significant level or to be mitigated to a level of less-than-significant with mitigation measures agreed to by the project sponsor.

Residents of the Rincon Hill neighborhood and business owners and employees in the surrounding urbanized area have expressed concern that: (1) the proposed project's height and its potential to affect views from neighboring buildings and from public vistas could adversely impact vehicular and pedestrian circulation in the area, (2) the proposed project could adversely affect gas and electric facilities that are located within and adjacent to the project site, and (3) cumulative conditions be adequately analyzed to assess potential impacts of the proposed project in conjunction with impacts from other projects proposed in the vicinity.

The San Francisco Planning Commission (or the Board of Supervisors on appeal) will decide on the certification of the EIR and whether or not to approve the proposed project.

II. PROJECT DESCRIPTION

The project sponsor, Brownbrew, LLC, proposes to demolish the existing building at 355-375 Fremont Street and construct a 33-story (300 feet high), approximately 378,720-gross-square-foot residential development including approximately 250 dwelling units and about 250 below-grade parking spaces. The new project site address would be 375 Fremont Street.

A. PROJECT SPONSOR'S OBJECTIVES

The project sponsor has the following objectives:

- Develop a high-quality, cost-effective residential building in the Rincon Hill area of San Francisco to provide 210 to 250 residential units and associated parking, to meet the demands of the expanding San Francisco economy and growth in the project area.
- Develop a project consistent with the existing urban design character of the area.
- Complete the project on schedule and within budget.
- Develop a project with minimal environmental disruption.
- Bring the property into conformance with the San Francisco Building Code.

B. PROJECT LOCATION

The project site is in the southeast quadrant of San Francisco, in an area known as Rincon Hill. The square-shaped project site is on the west side of the City block bounded by Folsom, Fremont, Harrison, and Beale Streets (Figure 1, page 32).⁵ The project site is located at 355-375 Fremont Street, on Assessor's Block 3747, Lot 6, which totals 18,906 square feet or approximately 0.43 acre. The project site is on the north slope of Rincon Hill and slopes up toward Harrison Street and down toward Folsom Street.

⁵ To simplify the discussion of the direction of City streets south of and including Market Street, the convention of calling northwest-to-southeast streets "north-south" and northeast-to-southwest streets "east-west" is used in this document.

II. PROJECT DESCRIPTION



Source: During Associates

7/12/04

Proposed Project Location Figure 1

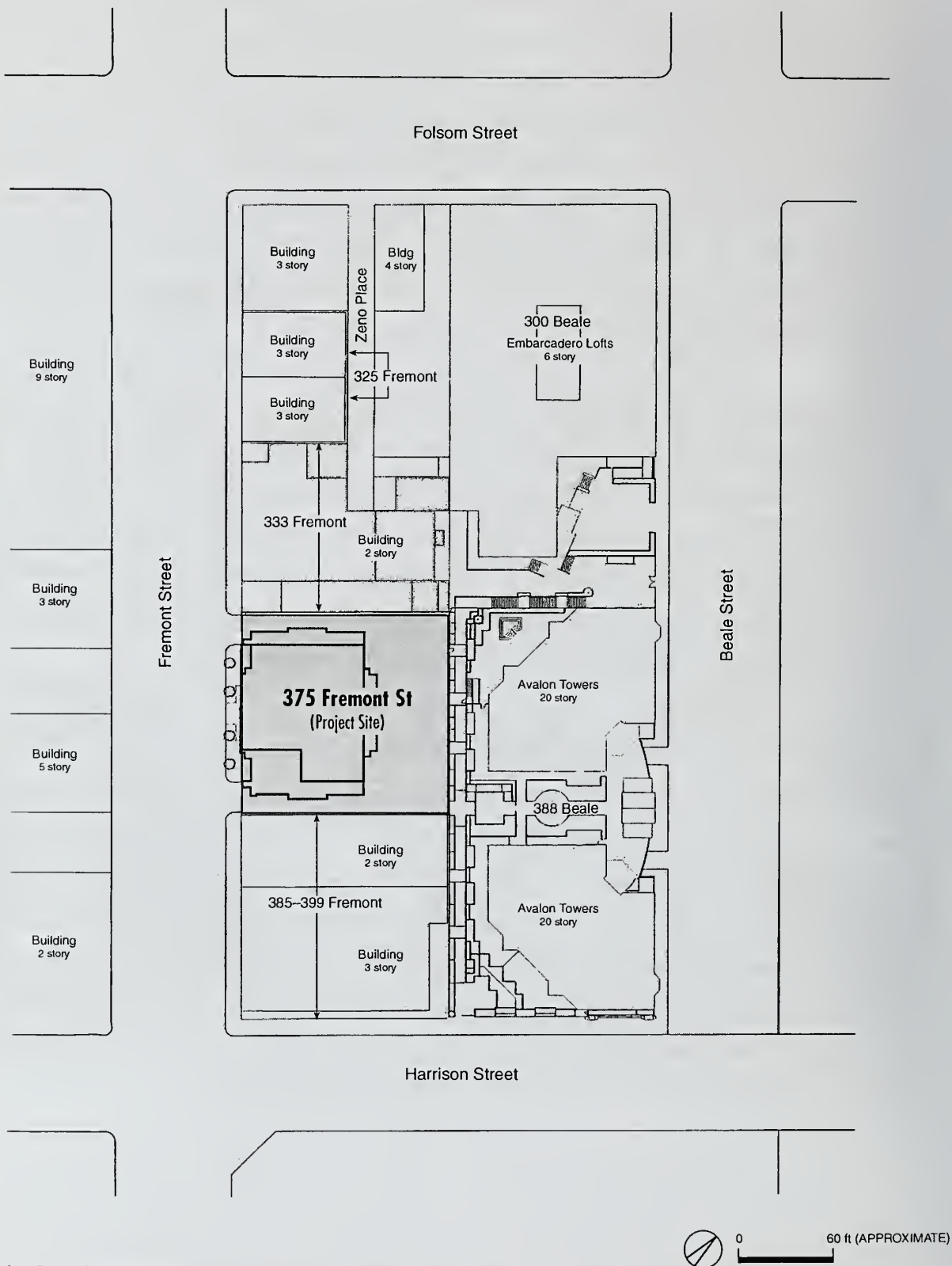
The site is within the existing Rincon Hill Special Use district/Residential subdistrict. The project site is in a RC-4 (Residential/Commercial High-density) district, and a 250-R height and bulk district. The Planning Department is currently working on a proposal for the rezoning of the Rincon Hill area (Rincon Hill Downtown Residential Mixed-use district, Case Number 2000.1081). The Planning Department proposes to replace the *San Francisco Planning Code's (Planning Code)* Rincon Hill Special Use district (*Planning Code* Section 249.1) with a new Rincon Hill Downtown Residential Mixed-use district, which would increase height limits, revise the "R" bulk district, amend the *Rincon Hill Area Plan* of the *General Plan*, and make other *General Plan* and Zoning changes in the Rincon Hill area.

The project site is currently occupied by a two-story building, the Hjul Building at 355-375 Fremont Street, which was constructed in 1929 as an industrial building and subsequently converted to office uses. The Hjul Building is listed in four local surveys containing buildings that could be considered historic resources: the 1976 *Citywide Architectural Survey*, the Foundation for San Francisco's Architectural Heritage's extended survey of the Downtown, the *General Plan*-referenced buildings, and Informational Surveys. The existing building contains approximately 46,500 gross square feet and a basement with six parking spaces that are accessible from Fremont Street.

C. PROJECT CHARACTERISTICS

The proposed project involves the demolition of the existing office building and the construction of a 33-story (300 feet high), approximately 378,720-gross-square-foot residential condominium building with below-grade parking (Figures 2, 3, 4, 5, 6, 7, and 8, pages 34 to 40). There would be a five-level underground parking garage with about 250 parking spaces, of which 192 would be independently accessible and 58 would be tandem spaces. Ten of the 250 spaces would be handicapped accessible, and the garage would also contain 13 bicycle spaces. The project would contain about 29 studios, 106 one-bedroom units, 103 two-bedroom units, and 12 three-bedroom units for a total of 250 units, and would include affordable residential units.

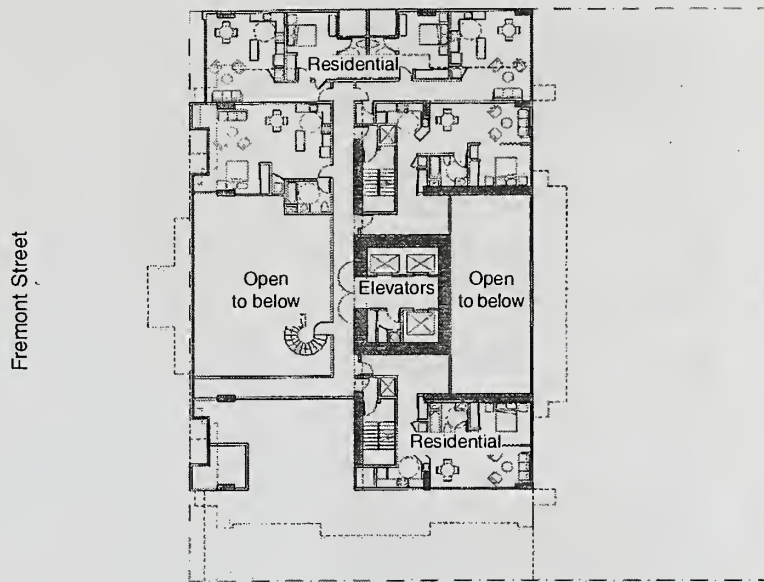
II. PROJECT DESCRIPTION



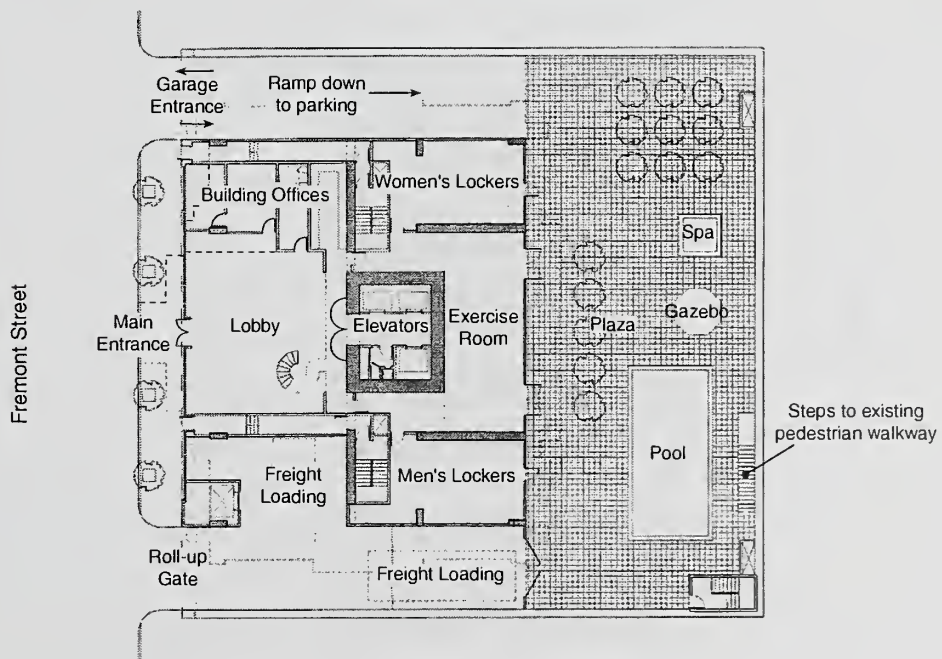
Source: Theodore Brown & Partners, Inc.

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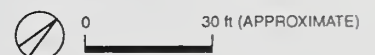
Proposed Site Plan Figure 2



Second Level



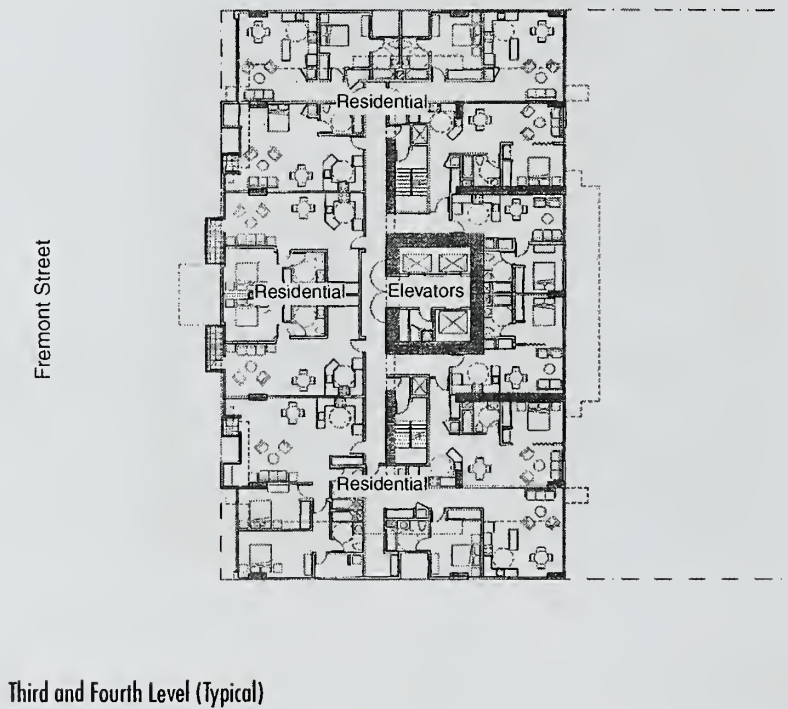
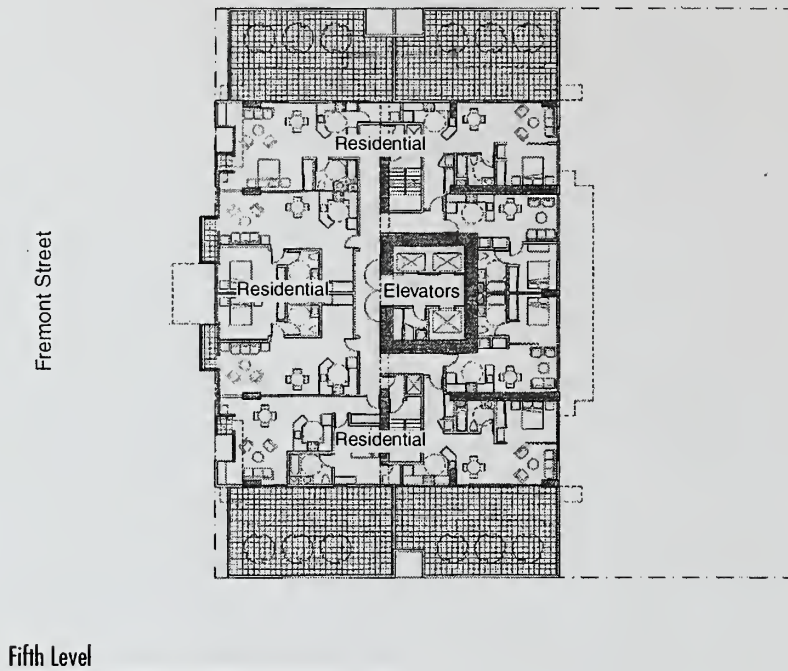
Plaza Level-Ground Floor



Source: Theodore Brown & Partners, Inc.

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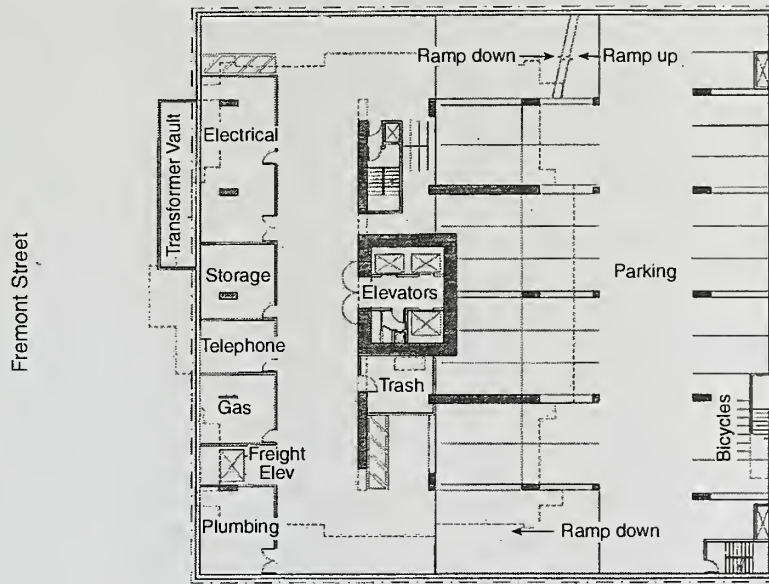
Proposed Ground and Second Floor Plans Figure 3



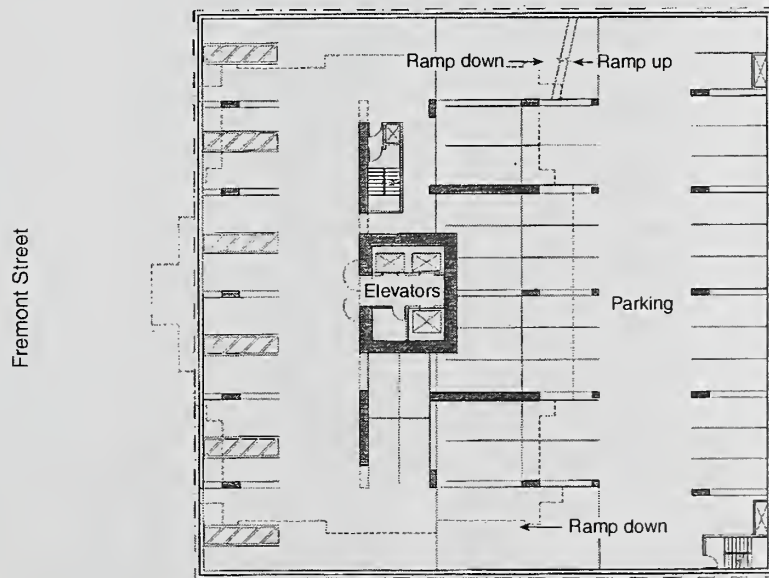
Source: Theodore Brown & Partners, Inc.

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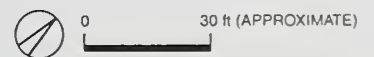
Proposed Third through Fifth Floor Plans Figure 4



Level One



Level Two (similar to other levels)



Source: Theodore Brown & Partners, Inc.

10-11-04

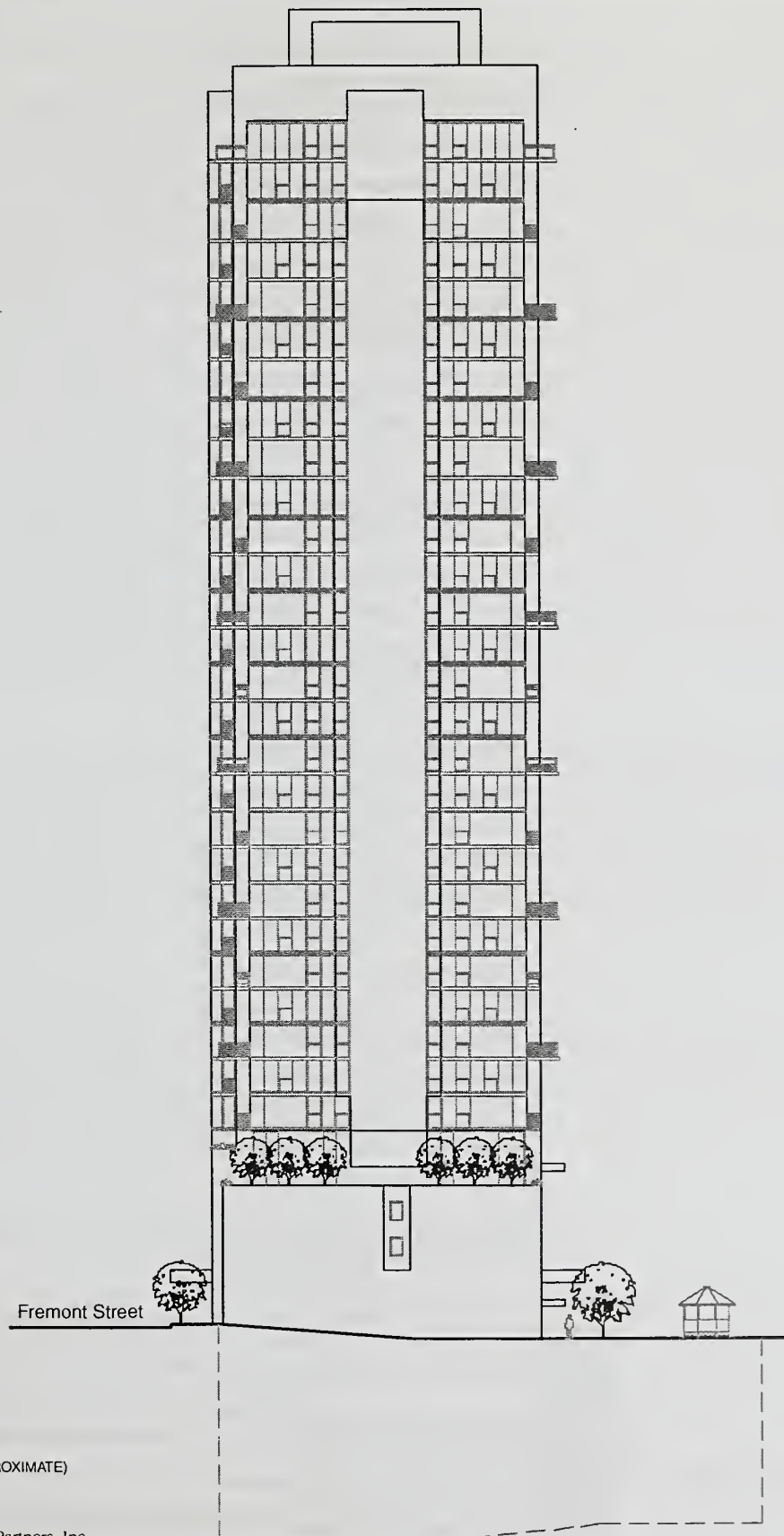
Proposed Garage Levels One and Two Floor Plans Figure 5



Source: Theodore Brown & Partners, Inc.

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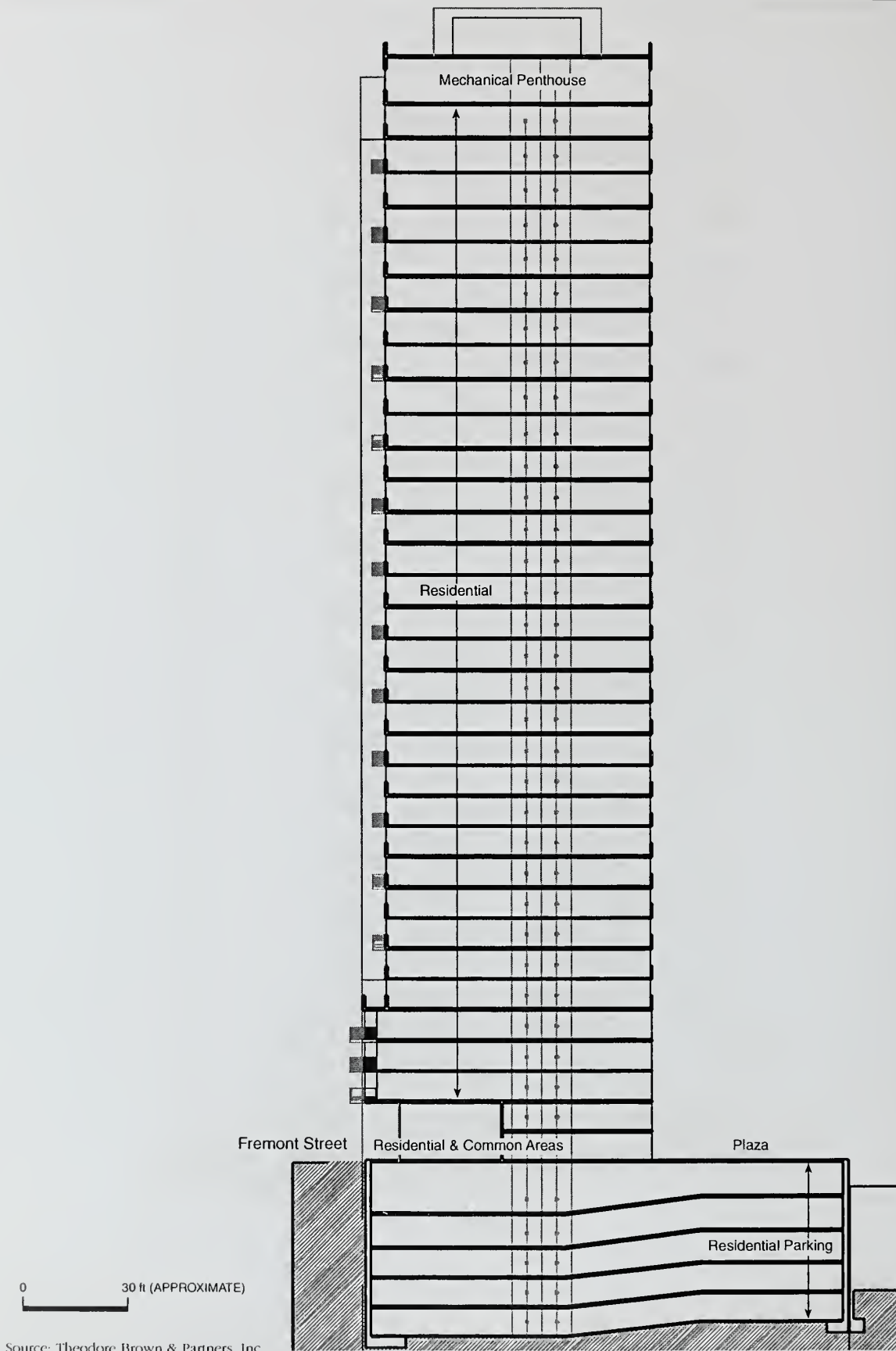
Proposed Fremont Street (West) Elevation Figure 6



Source: Theodore Brown & Partners, Inc.

2-15-04

Proposed South Elevation Figure 7



Proposed Building Section Figure 8

The building base would be built to the property lines. The residential tower would begin on the plaza level, and would rise to 300 feet in height on the western two-thirds of the site. The north and south sides of the building at the fifth floor and above would be set back 10 to 13 feet from the adjacent property lines for privacy, light, and air. The east side of the building would be set back 56 feet from the east property line at the entry level, to provide space for a 7,700-square-foot, usable deck that would contain a swimming pool, spa, and open space. The ground floor or plaza level would contain a two-story, 2,000-square-foot lobby and an exercise room with male and female locker rooms. The second level would contain about 6,000 gross square feet with three studios and two one-bedroom units. The third and fourth levels would be about 10,950 gross square feet with eleven units per floor. The fifth level would contain a total of four approximately 800-square-foot balconies on the north and south elevations, four studios, and four one-bedroom units. Levels 6 to 31 would contain about 8,730 gross square feet, four 33-square-foot balconies, four 13-square-foot balconies, and an average of eight units per floor. The top two levels (32 and 33) would contain four three-bedroom units and four 33-square-foot balconies per floor.

The frontage on Fremont Street is 137½ feet. Vehicular access to the parking garage would be from Fremont Street on the north side of the building. There would be two loading docks on the south side of Fremont Street. Development of the site would require excavation of approximately 27,800 cubic yards of soil for footings, foundation, and underground parking. The project foundation would be concrete matting.

Project construction would take about 24 months and would be completed in Spring of 2007. The project construction cost is estimated at \$22 million. The project sponsor is Brownbrew, LLC, and the project architect is Theodore Brown & Partners, Inc.

D. PROJECT APPROVAL REQUIREMENTS

This EIR will undergo a public comment period as noted on the cover of this report, including a public hearing before the Planning Commission on the Draft EIR. Following the public comment period, responses to written and oral comments will be prepared and published in a Comments and Responses document, presented to the Planning Commission for certification as to accuracy, objectivity, and completeness. No approvals or permits may be issued before the Final EIR is certified by the Planning Commission.

II. PROJECT DESCRIPTION

The project would require the following actions (under the existing zoning regulations), with acting bodies shown in italics:

- Conditional Use Authorization for building taller than 40 feet in an R (Residential) district (Sections 303 and 253). *Planning Commission approval*
- *Planning Code* Zoning Maps amendment to increase height limit from 250 to 300 feet for Block 3747, Lot 6. *Planning Commission recommendation, Board of Supervisors approval*
- Variance from the 25-foot front setback requirements for the portion of the building above 50 feet in height. *Zoning Administrator approval*
- Variance from the requirement that all off-street parking be independently accessible. *Zoning Administrator approval*
- Building and Demolition Permit. *Department of Building Inspection approval*
- *Department of Parking and Traffic approval* for passenger (white curbing) zone

The project sponsor also seeks the following exceptions to the *Rincon Hill Plan: Draft for Public Discussion*, dated November 2003, the March 2004 refinements and September 2004 supplement (acting body shown in italics):

- Exception to the one-space limit for off-street freight loading spaces. *Planning Commission approval*
- Exception to the 100-foot plan length requirement. *Planning Commission approval*
- Exception to the maximum diagonal of 125 feet. *Planning Commission approval*
- Exception to the maximum allowable floor size above 85 feet in height. *Planning Commission approval*
- Exception to the 15-foot setback above 85 feet on Fremont Street. *Planning Commission approval*

III. ENVIRONMENTAL SETTING AND IMPACTS

An application for environmental evaluation for the 375 Fremont Street Residential project was filed on April 29, 2002. On the basis of an Initial Study published on August 16, 2003, the San Francisco Planning Department determined that an Environmental Impact Report (EIR) is required for the project. The Initial Study determined that physical environmental effects related to housing, glare, shadow, air quality/climate, noise, utilities/public services, biology, geology/topography, water, energy/natural resources, hazards, and archeological resources would not be considered significant or would be reduced to a less-than-significant level by recommended mitigation measures, and hence, require no further discussion. (See Chapter IX, Appendix A, for the Initial Study.) Therefore, the EIR does not further analyze these issues. On the basis of the Initial Study, project-specific effects and/or cumulative impacts that relate to land use, population and housing, visual quality and urban design, transportation, wind, historical resources, and growth inducement have been determined to be potentially significant, and are analyzed in this EIR. In addition, this EIR includes discussions of shadows and utilities/public services for informational purposes. The analyses below and those in the Initial Study account for construction and operational impacts, where relevant. For example, construction traffic effects are discussed in Section III.D, below, and construction-related air emissions are addressed in the Initial Study (Appendix A, page 21) with mitigation measures to reduce construction-generated emissions presented in the Initial Study and in Chapter IV, Mitigation Measures Proposed to Minimize the Potential Adverse Impacts of the Project: Construction Air Quality. Cumulative impacts are analyzed for each topic.

Not all of the impacts presented in this chapter are physical environmental effects as defined by the California Environmental Quality Act (CEQA). Non-physical effects are included here for informational purposes only.

A. LAND USE, ZONING, AND PLAN CONSISTENCY

SETTING

LAND USE

The project site is in the southeastern portion of Downtown San Francisco, about three and one-half blocks or 2,400 feet south of Market Street, in an area known as Rincon Hill. The site is on the north slope of Rincon Hill, and slopes up toward Harrison Street and down toward Folsom Street. The proposed development site is occupied by an approximately 46,500-gross-square-foot, two-story plus basement concrete-frame office building built in 1929, with six basement parking spaces accessible from Fremont Street. Figure 9, page 45, shows the project site viewed on Fremont Street.

The Downtown office district begins immediately north of the project site, across Folsom Street, east to about The Embarcadero, extending north of Market Street to about Washington Street and west to about Kearny Street. Generally, buildings near Market Street are larger than newer development south of Mission Street. The South of Market neighborhood is to the west and south. Hills Plaza (a mixed-use complex that incorporates the historic Hills Brothers Coffee Plant) and The Embarcadero (an arterial street that runs along the eastern waterfront) are located to the east. The Rincon Point–South Beach Redevelopment Area (currently occupied by a variety of mixed waterfront uses including residential, commercial, office, industrial, and recreational facilities) is three blocks northeast of the site and one block southwest of the site. To the north of the project site across Folsom Street, land previously dominated by the Embarcadero Freeway and opened up as a result of freeway demolition is now vacant, used for surface parking, or is used as a construction staging area for the San Francisco–Oakland Bay Bridge retrofit project; it remains in Caltrans ownership. This area is part of the proposed Transbay Redevelopment Project Area, located directly north of Folsom Street (discussed in Proposed Plans and Policies, *Transbay Redevelopment Project Area Design for Development*, below).

San Francisco Bay and The Embarcadero are approximately three and one-half blocks (about 600 feet) east of the project site. The San Francisco–Oakland Bay Bridge is one block to the south, with a freeway off-ramp on Fremont Street and an on-ramp one block southwest of the site, at First and Harrison Streets.



Photo Looking South



Photo Looking North

Source: Square One Productions

10-11-04

III. ENVIRONMENTAL SETTING AND IMPACTS

A. Land Use, Zoning, and Plan Consistency

The project site is about five blocks east of Moscone Convention Center. West of the project site, an elevated bus ramp extends in a north-south direction, leading from the Bay Bridge to the Transbay Terminal, located about two blocks to the north at First and Mission Streets.

The project site is in a transition area between high-rise office above retail uses in the C-3 (Downtown Commercial) district along Howard Street and to the north, and high-rise residential above small commercial uses in the Rincon Hill area south of Folsom Street. Land uses in the vicinity are varied and include residential, commercial (office, wholesale, and retail), light industrial, institutional, utility, and parking. High-rise office buildings dominate the area north of Mission Street, and to some extent high-rise office towers are clustered in the area north of Folsom Street between The Embarcadero and Main Street. The remainder of the area between Mission and Harrison Streets, west of Main Street, constitutes the southern periphery of Downtown. A larger portion of the Rincon Hill area is characterized by a changing urban landscape composed of surface parking lots, low- to mid-rise industrial buildings, and new and under-construction high-rise residential development.

In addition to the project site, the project block is occupied by a variety of building types and sizes, ranging from one to 20 stories, with a mix of uses including residential, office, wholesale and retail, warehouse, light industrial, auto service, parking, and institutional/social service.

In the immediate vicinity of the project site, land uses consist largely of office and commercial uses to the north, south, and west, and primarily residential uses to the east, including the 19-story, 226-unit Avalon Towers (at 388 Beale Street). In addition, there is surface parking along the north side of Folsom Street from west of First Street to east of Beale Street on the site of the former elevated Embarcadero Freeway.

Adjacent to the project site to the north are two two-story connected warehouse/office structures proposed for demolition and replacement by an eight-story residential structure (333 Fremont Street), and two three-story office spaces (323 and 325 Fremont Street, respectively). The proposed 200-foot residential loft project at 325 Fremont Street was approved by the Planning Commission and is currently under review by the Planning Department for an increased number of units.). At the corner of Fremont and Folsom Streets is the three-story E.M. O'Donnell Copper Works office building (353 Folsom Street).

East of the project site, facing Beale Street, is the North Avalon Tower which, together with the adjacent South Tower, is a 226-unit residential building with ground-floor retail uses (388 Beale Street). Adjacent to the North Tower and north of the project site, facing Folsom and Beale Streets (at 300 Beale Street), is the 59-unit Embarcadero Lofts building with ground-floor retail. On Beale Street south of Harrison Street is the 20-story Bridgeview Residential Tower building (400 Beale Street).

Adjacent to the project site, to the south, is an automotive repair shop (385 Fremont Street), and the Apostleship of the Sea building (a residential recovery center for substance abusers run by the Catholic Church, 399 Fremont Street) at the corner of Fremont and Harrison Streets. A residential project proposed at 385-399 Fremont Street, under review at the Planning Department, would replace the automotive repair shop and the Apostleship of the Sea building with a 183-unit, 35-story residential tower (the 385-399 Fremont Street project).

To the west across the street from the project site at the corner of Harrison and Fremont Streets is a two-story computer technology office building (390 Fremont Street), a four-story Marine Cooks and Stewards Union building (350 Fremont Street), a three-story Marine Engineers Union building with surface parking areas (340 Fremont Street), and the approximately 12-story, windowless PG&E substation at the corner of Folsom and Fremont Streets. The historic one-story Edwin Klockars Blacksmith Shop (City Landmark Number 149) is located west of the PG&E substation at 449 Folsom Street.

Further to the west of the project site, along First Street, are several two- to six-story office, residential, and live/work buildings, several of which have ground-floor retail or restaurant/bar uses. On the northwest corner of Harrison and First Streets is a gas station. Construction of a new residential project (333 First Street) that includes two residential towers, of 20 and 27 stories, has recently been completed at the southeast corner of First and Folsom Streets.

EXISTING ZONING

The *San Francisco Planning Code*, which incorporates by reference the City's Zoning Maps, governs permitted uses, densities, and the configuration of buildings within San Francisco. Permits to

construct new buildings (or to alter or demolish existing ones) may not be issued unless either the proposed project conforms to the *Planning Code*, or an exception is granted pursuant to provisions of the *Planning Code*.

The project site is within the Rincon Hill Special Use district (SUD)/Residential Subdistrict. The zoning is RC-4 (Residential-Commercial Combined, High-Density), and the project site is in a 250-R height and bulk district. Zoning of nearby areas includes P (Public Use), C-3-O (Downtown Office), M-1 (Light Industrial), and M-2 (Heavy Industrial).

RC-4 Residential-Commercial Combined, High Density District

RC-4 (Residential-Commercial Combined, High Density) districts encourage a combination of high-density dwellings with compatible commercial uses on the ground floor to protect and enhance neighborhoods with mixed use character. RC-4 zoning in the Rincon Hill area has no density limit. RC-4 zoning permits group housing with a maximum of one bedroom for each 70 square feet of lot area, child care for 12 or fewer, and supporting commercial uses including office and retail-type services, except for auto-oriented uses, when located on the ground floor or below, as principally permitted uses. Planned unit developments, hotels, institutional uses (academic, religious or medical institution), parking lots, and community garages are permitted with Conditional Use authorization. The floor area ratio (FAR) permitted for all non-residential uses is 4.8:1. Generally, one off-street parking space for each four dwelling units is required. Commercial uses (depending on the specific type of use) require parking and loading spaces per *Planning Code* Sections 151 and 152. Rear yards are required at the lowest residential level in RC-4 districts; they need not be at ground level. Properties in an RC-4 district require 36 square feet of private usable open space for each residential unit. Common usable open space for each residential unit may be substituted for private open space at the rate of 133 percent of the amount of required private open space. Open space for non-residential uses is required to be provided at the ratio of 1:50.

Rincon Hill Special Use District

The Rincon Hill SUD was established in 1985 to convert an underutilized and outmoded industrial area to a residential neighborhood close to Downtown that would contribute to the City's housing supply. The SUD was intended to create tapered residential buildings; provide an appropriate mixture of retail sales and personal services to support new residential development; provide a buffer

of office and parking uses between the Bay Bridge and freeway ramps, and the housing sites; and allow some of the existing industrial, service, and office uses to remain. *Planning Code* Section 249.1(a) designates a Residential subdistrict and a Commercial/Industrial subdistrict within the Rincon Hill SUD. The project site is located in Assessor's Block 3747, and is in the Residential subdistrict of the Rincon Hill SUD. Therefore, it is subject to the provisions of *Planning Code* Section 249.1(c) Residential subdistrict, as well as controls specified in *Planning Code* Section 249.1(b) that apply to all of Rincon Hill. These controls are discussed below.

Planning Code Section 249.1(b) Rincon Hill SUD Controls

The following controls are applicable in the Rincon Hill SUD:

Site Coverage. Site coverage for new buildings in the Rincon Hill SUD may not exceed 80 percent. This limitation is intended to promote a residential atmosphere in the Residential subdistrict and an atmosphere compatible with the adjacent development in the Commercial/Industrial subdistrict. Rear yard requirements applicable in other R (Residential) districts do not apply in the SUD. The portion of the site (a minimum of 20 percent of the lot) that is not covered, may not be used for parking, open storage, or service activities.

Sidewalk Treatment. The Rincon Hill SUD includes requirements to install and maintain improvements such as lighting, decorative paving, seating, and landscaping on adjacent public sidewalks. Street trees are required to be installed for every 30 feet of street frontage.

Reduction of Ground-Level Wind Currents. New buildings and additions to existing buildings are required to be shaped, or other wind-baffling measures adopted, so that the developments will not cause ground-level wind currents to exceed more than ten percent of the time year-round, between 7:00 a.m. and 6:00 p.m., the comfort level of 11 miles per hour (mph) equivalent wind speed in areas of substantial pedestrian use and 7 mph equivalent wind speed in public seating areas. When preexisting ambient wind speeds exceed the comfort level or when a proposed building or addition may cause ambient speeds to exceed the comfort level, the building must be designed to reduce the ambient wind speeds to meet the requirements. The Zoning Administrator may allow the building or addition to add to the amount of time the comfort level is exceeded by the least practical amount under two circumstances. If it can be shown that a building or addition cannot be shaped or other

wind-baffling measures cannot be adopted without creating an unattractive and ungainly building form and without unduly restricting the development potential of the building site, the Zoning Administrator may grant an exception. An exception may also be granted if the increase in wind speed is insubstantial because the comfort level is exceeded by a limited amount, in limited locations, or for limited amounts of time. No building is permitted that causes equivalent wind speeds to reach or exceed the hazard level of 26 mph for a single hour of the year (adjusted to 36 mph; see page 134, footnote 43).

Planning Code Section 249.1(c) Rincon Hill SUD/Residential Subdistrict Controls

The provisions applicable to an RC-4 district apply in the Residential subdistrict except as specifically provided.

Uses. Permitted uses include dwellings; group housing for boarding, religious orders; medical and educational institutions; hotels, inns or hostels; and uses permitted in an RC-4 district provided the residential-to-nonresidential ratio of 6:1 is maintained. Uses along grade-level street frontages must be confined to residential lobbies, parking access, and office and retail uses.

Density. The Residential subdistrict controls provide no density limits. Buildings in this subdistrict are controlled by height and bulk limits, and therefore, density limits do not apply to the proposed project.

Setback. A minimum of 50 percent of the building frontage above 50 feet in height must be set back a minimum of 25 feet from the front property line. The portion of a site (a minimum of 20 percent of the lot) that is not covered, may not be used for parking, open storage, or service activities.

Open Space. Open space is required at the ratio of 1 square foot per 13 square feet of gross floor area of dwelling units. The open space requirement may be met by private usable open space, common usable open space, or publicly accessible open space, provided that no more than 40 percent of the open space requirement is met with the provision of private usable open space. Publicly accessible open space includes, but is not limited to, a sidewalk widening, a pedestrian overpass, a recreation facility on the roof of a parking garage, a pedestrian street, or a publicly accessible area with a scenic overlook. Open space may be provided on those portions of the site not developed pursuant to the site coverage requirements.

Parking Requirements. In the Residential subdistrict one parking space is required for each dwelling unit. Parking for units designed for senior citizens may be provided at a 1:5 ratio. Parking in excess of one parking space for each dwelling unit may not be considered an accessory use and therefore may not be permitted. Parking for all other uses is required at a ratio of one space for each 1,500 occupied square feet. Parking may not occupy the first two stories above grade within 25 feet of the street. However, parking for residential units on pedestrian streets may be provided at ground level.

Existing Height and Bulk Districts

The project site is in a 250-R height and bulk district. This height district allows development up to a maximum height of 250 feet.

The "R" bulk district establishes limits on building bulk at specific heights and is further defined in Section 270(e). The "R" bulk limits are as follows: (1) above a height of 51 feet, the maximum horizontal and diagonal dimensions are both 200 feet and the average individual floor area may not exceed 20,000 gross square feet; and (2) above a height of 105 feet, the maximum horizontal dimension is 110 feet and the maximum diagonal dimension is 125 feet. The average floor area of all floors above 105 feet may not exceed 7,500 gross square feet; and (3) distances between structures in height districts above 105 feet should not be less than 150 feet.

PLANS

Environmental plans and policies are those, like the *Bay Area Air Quality Plan*, which directly address physical environmental issues and/or contain targets or standards which must be met in order to preserve or improve characteristics of the City's physical environment.

Existing Plans & Policies

General Plan Policies

The Planning Commission and Board of Supervisors will evaluate the proposed project against the provisions of the *General Plan*, including those in the existing *Rincon Hill Area Plan*, and will consider potential conflicts with the *General Plan* as part of the decision-making process.

The proposed project is in the part of San Francisco covered by the *Rincon Hill Area Plan*, an Area Plan of the *General Plan*. Objectives and policies in the various elements of the *General Plan* are typically duplicated in area plans, and the objectives and policies in an area plan are generally more detailed and focused. The *Rincon Hill Area Plan* is the policy document that guides growth and development of the mixed-use neighborhood on Rincon Hill, a twelve-block area close to the Downtown. It is bounded by Folsom Street on the north, Essex Street and the on-ramp to the Bay Bridge on the west, the Bay Bridge on the south, and The Embarcadero and Steuart Street on the east. A small portion of the Rincon Hill area also lies south of the Bay Bridge and is bounded by The Embarcadero on the east, Bryant Street on the south, and Beale Street on the west. The *Rincon Hill Area Plan* contains a number of objectives and policies that address the following issues: provision for new development; provision of space for residential uses; neighborhood-serving retail and off-street residential parking; conservation of existing (and creation of new) industrial, service, and office uses; and urban design.

Some key objectives and policies of the *General Plan* and the *Rincon Hill Area Plan* relevant to the proposed project are noted here; others may be addressed during consideration of project approval.

General Plan

Residence Element

- | | |
|----------------------------|--|
| Objective 12, Policy 12.1: | Assure housing is provided with adequate public improvements, services and amenities. |
| Objective 16, Policy 16.2: | Encourage development of housing in the Bay Area which will meet regional housing needs and contribute to the quality of life in the region. |

Urban Design Element

- | | |
|--------------------------|--|
| Objective 3, Policy 3.5: | Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development. |
| Objective 3, Policy 3.6 | Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction. |

Rincon Hill Area Plan

Land Use

- Objective 1: To create a unique residential neighborhood close to Downtown which will contribute significantly to the City's housing supply.
- Objective 2: To create space for additional uses which will provide needed services for the resident population.
- Objective 3, Policies: Rincon Hill should be divided into two subareas: residential and commercial/industrial.
- Objective 3, Policies, Residential: Various bulk and setback rules should be applied to prevent the buildings from becoming too massive and overwhelming the area. Some retail uses at some locations and a limited amount of commercial use (one square foot for every six square feet of residential space) should also be permitted at the base of the residential structures to screen the parking and create daytime activity in the area. New development should be required to provide some open space available to the general public.

Housing

- Objective 4: To provide quality housing in a pleasant environment that has adequate access to light, air, and open space.

Urban Design

- Objective 7: To achieve an aesthetically pleasing residential community.
- Objective 8: To capitalize on the unique qualities of Rincon Hill, specifically its sweeping views of the Bay, its proximity to Downtown, and its relationship to the Waterfront and Bay.
- Objective 9: To respect the natural topography of the hill and follow the policies already established in the Urban Design Element which restrict height near the water and allow increased height on the top of hills.
- Objective 10: To preserve views of the Bay and the Bay Bridge which are among the most impressive in the region.
- Objective 11: To maintain view corridors through the area by means of height and bulk controls which insure carefully spaced slender towers rather than bulky, massive buildings.
- Objective 12: To reduce the present industrial scale of the streets by creating a circulation network through the interior blocks, creating a street scale comparable to those in existing residential areas elsewhere in the city.

III. ENVIRONMENTAL SETTING AND IMPACTS

A. Land Use, Zoning, and Plan Consistency

- Objective 13: To reduce the widths of Main, Spear, and Beale Streets to create additional developable area as well as new pedestrian space.
- Objective 14: To keep wind speeds at a comfortable level.
- Objective 15: To encourage a human scale streetscape with activities and design features at pedestrian eye level.
- Objective 15, Policies: Bulk controls should be applied which make the tops of buildings slender, their silhouettes stepped and tapered.

The height and bulk of specific development projects should conform to the following design policies:

The highest towers should be clustered near the top of hill with heights stepping down as elevation decreases. The overall form should identify the hill as a distinctive geographic feature of the city.

Heights of towers should be varied to avoid the visual benching created by a number of buildings whose tops are at the same elevation.

Towers should be sited in a way that avoids excessive screening of Downtown views from the bridge and minimizes shadowing of open space. Therefore, distances between towers in the same height district above 105 feet should not be less than approximately 150 feet.

Structures near or adjacent to the Bay Bridge should clearly maintain, and where possible reinforce, the physical integrity of the bridge's main span as seen from a distance.

Structures approaching The Embarcadero should step down in height so as to acknowledge the meeting of land and water.

Building forms should minimize the creation of surface winds near the base of buildings.

Recreation and Open Space

- Objective 20: To create an inviting and pleasant pedestrian corridor to the financial district.
- Objective 20, Policies, Public Open Space: Each development should provide publicly accessible open space in an amount equal to 20% of the site area. Pedestrian streets and sidewalk widening are encouraged, and reservation of open space (by

specifying maximum lot coverage) are mandated in the Plan for Blocks 3744-3748.⁶

The open spaces should facilitate pedestrian movement as well as provide areas for people to sit and relax. Such spaces may include plazas, garden parks, galleries, and sidewalk arcades on the development parcel. If individual parcels are too small to provide quality public open space through such requirements as pedestrian streets, the public open space requirements should be permitted to be satisfied by joining with other developers to create larger recreational spaces on designated sites within the district, if approved by the Planning Commission.

Objective 20, Policies,
Private Residential Open
Space:

In addition to public open space, residential open space should also be provided in relation to a development's residential area at a ratio of 1 square foot per 13 square feet of residentially occupied space. Most of the residential open space should be in common areas for the residents of the development; however up to 40% could be private in that it is for the use only of the residents to which it is attached. Some of the public open space should be counted as residential common open space if provided on the ground floor in the form of an urban park, community garden or other open space conducive to residential activity.

Circulation

- Objective 21: To create safe and pleasant networks within the Rincon Hill area, to Downtown and the Bay.
- Objective 22: To reduce widths of selected streets to those which meet circulation needs and complement residential use.
- Objective 24: To provide sufficient off-street parking for residents.
- Objective 25: To encourage joint use of parking structures.
- Objective 26: To reduce congestion at bridge ramps by improving loading patterns.
- Objective 26, Policies,
Pedestrian Street: Harrison and Folsom Streets, the Hill's two east-west streets, which are unpleasant for pedestrians, will remain as major vehicular traffic corridors regardless of what happens to the Embarcadero Freeway in the future. Therefore, as a key organizing feature of the *Rincon Hill Area Plan*, a new east-west circulation system should be created in the middle of the long blocks between Folsom and Harrison Streets.

⁶ These spaces can count in meeting a portion of each development's public open space requirement provided the areas are publicly accessible and are beautified with lighting, decorative paving, seating and landscaping. In addition to these open spaces on the designated blocks, public open space should be permitted to be provided in a variety of outdoor forms, on the ground floor or above, subject to review and approval by the Planning Commission.

III. ENVIRONMENTAL SETTING AND IMPACTS
A. Land Use, Zoning, and Plan Consistency

These accessways will establish a domestic scale reminiscent of the city's established residential neighborhoods, and when completed, will provide a pedestrian route from the top of the Hill to the Embarcadero Promenade on the waterfront. In some cases, the pedestrian street will also provide limited vehicular access.

The specific proposals for Assessor's Block 3747 (Fremont, Folsom, Beale, Harrison) are: Pedestrian access should be provided across this block at grade, but vehicular access is optional. Developers of the site should provide a stairway linking the upper Fremont Street section with lower Beale Street. A major opportunity for a small open space node exists at Fremont Street.

Objective 26, Policies,
Accessory Parking:

The parking requirements take into account the potential for joint use of parking space made possible by mixed-use development. The proximity to Downtown and proposed new transit make it possible to limit residential parking to one space per unit. Similarly, the parking requirement for offices can be reduced to one space per 1,500 square feet of commercial space.

Preservation

Objective 27:

To preserve and adaptively reuse those buildings in the area which have particular architectural or historical merit or which provide a scale and character of development consistent with the plan.

Proposition M, the Accountable Planning Initiative

In November 1986, the voters of San Francisco approved Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the *San Francisco Planning Code* to establish eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; maximization of earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study under CEQA; prior to issuing a permit for any demolition, conversion, or change of use; and prior to taking any action which requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project or legislation is consistent with the Priority Policies.

Proposed Plans & Policies

Proposed Rincon Hill Downtown Residential Mixed-use District

The Planning Department is currently working on a proposal for the rezoning of the Rincon Hill area (Rincon Hill Downtown Residential Mixed-use district, Case Number 2000.1081). The Planning Department proposes to replace the *San Francisco Planning Code's (Planning Code)* Rincon Hill Special Use district (*Planning Code* Section 249.1) with a new Rincon Hill Downtown Residential Mixed-use district, which would increase height limits, revise the "R" bulk district, amend the *Rincon Hill Area Plan* of the *General Plan*, and make other *General Plan* and zoning changes in the Rincon Hill area, intended to stimulate additional high density residential development in the Rincon Hill area. The *Rincon Hill Plan: Draft for Public Discussion*, dated November 2003, has been released by the Planning Department for public review and discussion, and represents various development scenarios that could occur if the plan were adopted by the Planning Commission and Board of Supervisors. Refinements of the plan were issued by the Planning Department in March 2004, and a supplement to the plan was issued in September 2004. A draft environmental impact report analyzing the proposed controls was published on September 25, 2004, titled *Rincon Hill Plan Draft Environmental Impact Report*.⁷ It should be noted that the proposed *Rincon Hill Plan* controls are still under development, and final controls that differ from the current proposals could be adopted.

Current controls for Rincon Hill require a minimum 150-foot tower separation above a base height of 105 feet. The average floor area of all floors above 105 feet cannot exceed 7,500 square feet. However, certain minor exceptions have been sought and granted under *Planning Code* Section 270 such that the few tall buildings constructed in the area (e.g., 333 First Street and Avalon Towers) are slightly bulkier and closer together than envisioned under the original plan. To provide more slender, well-spaced towers that balance street-level neighborhood livability and the creation of a high-density Downtown neighborhood, the *Rincon Hill Plan Draft for Public Discussion* identifies three urban form options, consisting of: (1) an 82.5-Foot Minimum Tower Separation Option, (2) a 115-

⁷ This report is on file and available by appointment for public review at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, as part of Case File 2000.1081E.

Foot Minimum Tower Separation Option, which is the Planning Department Preferred Option, and (3) Retaining the Existing Controls (150-foot Minimum Tower Separation) Option.⁸

82.5-Foot Minimum Tower Separation Option. This option would have the smallest spacing between towers (82.5 feet) and would allow the greatest number of towers in the area (14 towers). It includes other sites where new podium buildings and towers might theoretically be built. Under this scenario, five or more towers per block would be allowed, a cluster of towers would occur on Fremont Street, between Harrison and Folsom Streets, and on Harrison Street, between Beale and Essex Streets.

The proposed tower bulk controls call for a maximum plan dimension of 100 feet and maximum diagonal dimension of 125 feet with a maximum average floor plate of 8,500 square feet. Individual floor area could not exceed the average floor area by more than 5 percent or be more than 8,925 square feet. The four towers recently approved at Folsom, Main, and Spear Streets (201 Folsom Street/300 Spear Street) were designed to have 82.5 feet of separation between their towers.

Planning Department's Preferred Option. This option assumes a 115-foot tower separation and a maximum of three towers per block. This would allow for four towers to be newly permitted, in addition to the two just completed at 333 First Street and the five already approved. The Preferred Option would allow greater tower heights at the top of the hill (near Harrison and First Streets), than under current zoning, to increase housing potential, and to accentuate the topography of Rincon Hill on the skyline, differentiating its form from the Downtown core.

Existing Controls. Under this option, tower spacing would match the existing controls of 150 feet. It would reduce the number of new towers that could be newly permitted to three, for a total of eight towers (including the five already approved), in addition to the two just completed at 333 First Street.

Transbay Redevelopment Project Area Design for Development

North of the project site across Folsom Street, the proposed Transbay Redevelopment Project Area has been the focus of a number of land use and transportation planning efforts. The proposed

⁸ The November Plan had several other options that were withdrawn that included: Pipeline/Proposed Projects that had applications on file with the Planning Department as of November 2003; an 82.5-Foot Minimum Tower Separation Option, March 2003 Heights; an 115-Foot Tower Separation Option with 20 percent block coverage; and an Extended Pipeline Option with 150-foot minimum tower separation, that retained existing controls, but included five approved projects, five proposed projects, and four potential projects.

approximately 40-acre Transbay Redevelopment Project Area is generally bounded by Mission, Main, Spear, Folsom, Essex, Harrison, Second, and Minna Streets.⁹ After the 1989 Loma Prieta Earthquake, a substantial portion of this area previously dominated by the Embarcadero Freeway was opened up as a result of freeway demolition; resulting parcels are now vacant and used for surface parking. Following freeway demolition, planning studies were initiated to reconsider the appropriate land use controls for the newly vacant area.

An early planning effort resulted in the *Transbay 20/20 Concept Plan*, a series of urban design and land use concepts, prepared by the Planning Department and the Redevelopment Agency in December 1996 to guide the revitalization of the Transbay Redevelopment Project Area.¹⁰ A Citizen's Advisory Committee and a Technical Advisory Committee were convened to provide community input and technical guidance to the project. The Committee decided in 1996 that a new Terminal should be built near the intersection of Howard and Main Streets, and that the existing Terminal site should be redeveloped. At the same time, the Joint Powers Board, which operates the Caltrain commuter service, was studying options to bring its rail station facilities, currently located at Fourth and Townsend Streets, to a Downtown location underground, near the site of the existing terminal.¹¹ The *Transbay 20/20 Concept Plan* envisioned the creation of a new mixed-use neighborhood adjacent to the Downtown.

Subsequent planning efforts resulted in the *Transbay Terminal Improvement Plan*, prepared in January 2001 by the Metropolitan Transportation Commission, in conjunction with associated consultants. This plan presented the design concept for a new Transbay Terminal. It envisioned primarily high-density residential development on publicly owned parcels adjacent to the terminal and in the Rincon Hill area along Folsom and Beale Streets.¹² A certified EIR/EIS(March 2004)

⁹ San Francisco Redevelopment Agency and San Francisco Planning Department, *Transbay Redevelopment Project Area Design for Development*, October 2003. This report is on file and available for public review by appointment at the San Francisco Redevelopment Agency, 770 Golden Gate Avenue, San Francisco.

¹⁰ San Francisco Redevelopment Agency and San Francisco Planning Department, *Transbay 20/20 Concept Plan*, September 1996. This report is on file and available for public review by appointment at the San Francisco Redevelopment Agency, 770 Golden Gate Avenue, San Francisco.

¹¹ San Francisco Redevelopment Agency, *Transbay Survey Area*, information available at <http://www.ci.sf.ca.us/sfra/tb.htm>.

¹² Metropolitan Transportation Commission, *Transbay Terminal Improvement Plan*, January 2001, pp. 18-19, and *Transbay Redevelopment Project Area Design for Development*, *op cit.*, pages 2-3.

covers the proposed new Transbay Terminal, the extension of Caltrain commuter rail service from Fourth and Townsend Streets to the Transbay Terminal, and a program-level description for the redevelopment of the underutilized parcels in the redevelopment area.¹³

The *Transbay Redevelopment Project Area Design for Development* document (October 2003) sets out a vision for future development within the proposed Transbay Redevelopment Project area. The team of consultants, the Redevelopment Agency staff, and the Planning Department staff have developed the frameworks for land use, for circulation and parking, for streetscape and open space, and for development in the area. These frameworks address broad planning concerns, such as allowable land uses, maximum development, sidewalk improvements, and new public open spaces.¹⁴ The *Design for Development* includes use district changes and increases in height limits to increase building heights that are intended to encourage private development and public investment in the area, including joint development to facilitate transit improvements. The proposed policies and zoning changes have not been adopted, and therefore are not official City policy.

IMPACTS

SIGNIFICANCE CRITERIA

A project may result in significant adverse land use impacts if it: (1) substantially disrupts or divides the physical arrangement of an established community, or (2) has a substantial impact upon the existing character of the vicinity.

CHANGE IN LAND USE

The proposed project would change land use at the project site from office to high-density high-rise residential with below-grade parking. The proposed project would consist of an approximately 378,720-gross-square-foot building with approximately 250 dwelling units and 250 parking spaces,

¹³ U.S. Department of Transportation, Federal Transit Administration, City and County of San Francisco, Peninsula Corridor Joint Powers Board, and San Francisco Redevelopment Agency, *San Francisco Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project Final EIS/EIR*, March 2004. This report is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File 2000.048E.

¹⁴ More specific design standards and guidelines for private development will supplement the *Design for Development*. In addition, detailed specifications for public improvements will also be included in a *Streetscape and Public Open Spaces Plan* currently in process.

on a site that is currently occupied by a two-story office building of about 46,500 gross square feet and six parking spaces.

The proposed change in land use would constitute a substantial physical change along the east side of Fremont Street. This change would not be a significant land use effect for the following reasons.

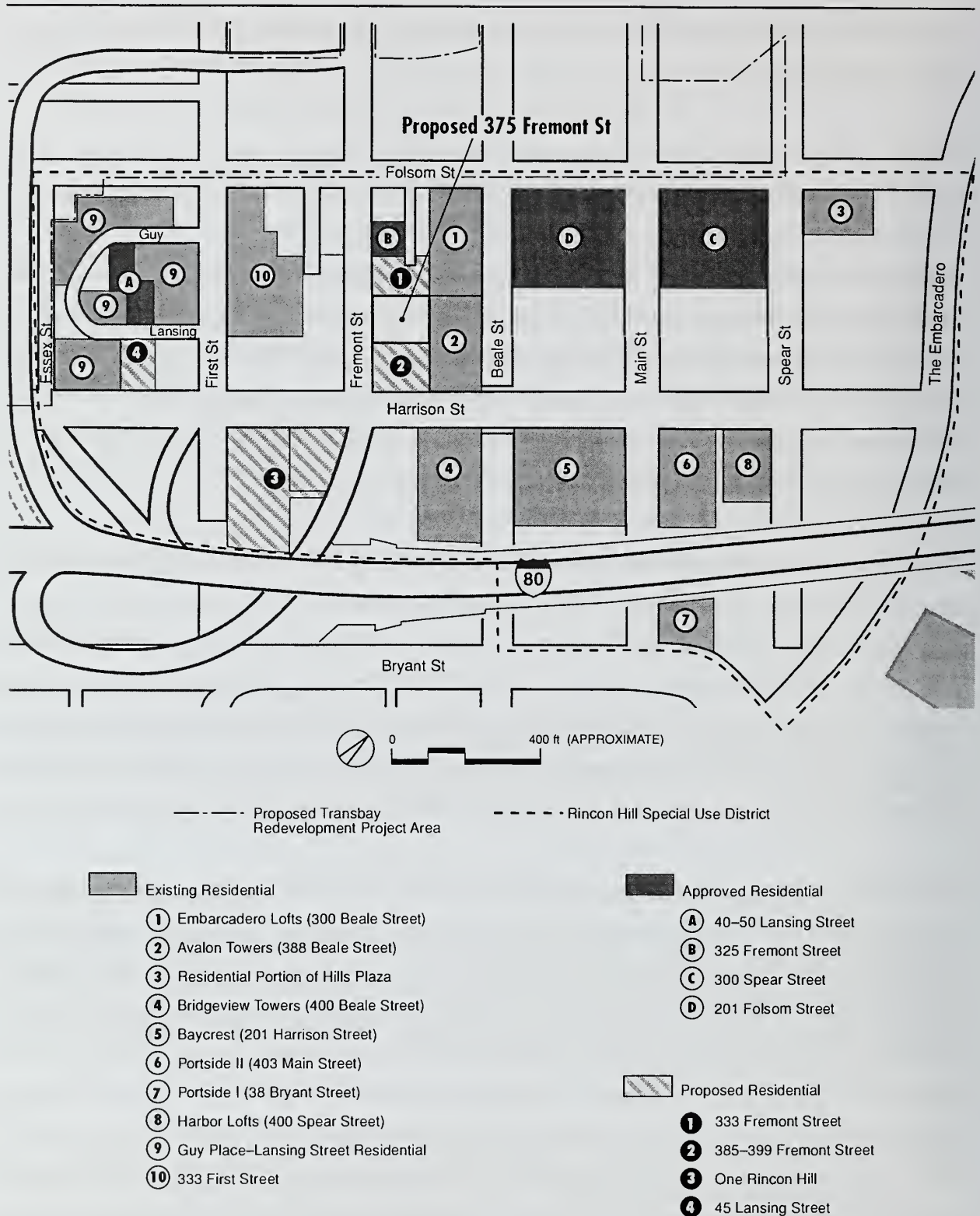
In the recent past, the immediate project area has been characterized by a predominance of surface parking and industrial uses. A number of high-density residential uses have been built recently, are under construction, have recently been approved, or are being proposed near the proposed project site (discussed in more detail below). Therefore, the project vicinity is characterized by a rapidly changing urban landscape; it is transitioning from an industrial district with surface parking to a predominantly high-rise residential district close to Downtown.

The proposed residential use would be consistent with similar residential uses to the south, east, and west, including Hills Plaza, Avalon Towers, and Embarcadero Lofts to the east, and the recently constructed Bridgeview Residential Tower to the south. The project would also be consistent with the approved 200-foot residential loft project at 325 Fremont Street, north of the project site in the same block of Fremont Street, and the recently constructed 333 First Street high-rise residential and mixed-use building complex to the west. The proposed project would further intensify the Rincon Hill residential uses north of Harrison Street, as envisioned in the *Rincon Hill Area Plan*.

The proposed development would have a residential density of about one unit for each 76 square feet of site area or 1:76.¹⁵ There are several other high-density residential buildings that already exist, have been recently constructed, are under construction, or have been proposed in the project vicinity. These are shown in Figure 10 on page 62. For instance, in the same block as the proposed project, the 19-story 226-unit Avalon Towers at 388 Beale Street has a residential density of about one unit for each 178 square feet of site area. One block west of the project site, the 342-unit building recently constructed at 333 First Street will have a residential density of about one unit for each 111 square feet of site area. South of the project site across Harrison Street, the 245-unit Bridgeview Residential Tower building recently constructed at 400 Beale Street has a residential density of about

¹⁵ The project proposes 250 residential units on a total land area of approximately 18,906 square feet.

III. ENVIRONMENTAL SETTING AND IMPACTS
A. Land Use, Zoning, and Plan Consistency



Source: San Francisco Planning Department

7-26-04

Residential Developments in Project Vicinity Figure 10

one unit for each 113 square feet of site area. Higher densities are allowable through the Planned Unit Development (PUD) process.

ZONING AND PLAN CONSISTENCY

As discussed in Chapter II. Project Description, D. Project Approval Requirements, the proposed residential project is a permitted use and would partially conform with the existing zoning controls applicable in the Rincon Hill SUD. The existing controls require a minimum tower separation of 150 feet, which the project does not meet; and the existing controls require a maximum floor plate of 7,500 square feet that would be exceeded by approximately 150 feet by the proposed project. The proposed tower would also require Conditional Use authorization for height above 40 feet in a residential district, an amendment to the *Planning Code Zoning Maps* to increase the height limit from 250 to 300 feet, and variances from the 25-foot front setback requirements for the portion of the building above 50 feet in height and the requirement that all off-street parking be independently accessible.

The *Rincon Hill Plan: Draft for Public Discussion* identifies proposed zoning changes of a new Rincon Hill Downtown Residential Mixed-use district. If this plan were adopted by the Planning Commission, the accompanying zoning changes would be implemented. The proposed project design would conform to the 82.5-Foot Minimum Tower Separation Option as there would be an 82.5-foot separation from the existing Avalon Towers (388 Beale Street) to the east. The proposed project design would exceed the maximum plan length of 100 feet by 9.5 feet and would exceed the maximum diagonal of 125 feet by 3.7 feet. The average floor size of 8,649 square feet above 85 feet in height would exceed the maximum allowable floor size of 8,500 square feet. Thus, the project would have to seek exceptions to the 82.5-Foot Tower Separation Option for maximum plan length, maximum diagonal length, street set-back and floor size above 85 feet.

The proposed project would not comply with the 115-Foot Minimum Tower Separation with Maximum 20 Percent Block Coverage Option, the 150-Foot Minimum Tower Separation Option, or the Planning Department Preferred Option identified in the November 2003 *Rincon Hill Plan: Draft for Public Discussion* (the March 2004 refinements and September 2004 supplement).

Existing Plans & Policies

General Plan Policies

In general, the proposed project responds to the Residential Element objectives and policies in that the proposed project would increase the amount of housing in the area and would provide a percentage of affordable units required under the existing City policy.

The proposed project would respond to the Urban Design Element objectives and policies in that the project height and bulk would relate to the City pattern of an increase in high-rise residential development in the area and would relate to the scale of new development.

Rincon Hill Area Plan Policies

In general, the proposed project would meet, for the most part, the land use, housing, urban design, recreation and open space, and circulation objectives of the Rincon Hill Area Plan. It would not meet Objective 27, regarding preservation as the project would demolish the existing building on the project site.

It is noted that conflict with a *General Plan* policy does not, in itself, indicate a significant effect on the environment within the meaning of CEQA. To the extent that physical environmental impacts may result from such conflicts, such impacts are analyzed in this Draft EIR. The *General Plan* contains many policies that may address different goals. In addition to consideration of inconsistencies that affect environmental issues, other potential inconsistencies with the *General Plan* are considered by the Planning Commission independently of the environmental review process, as part of the decision to approve or disapprove a proposed project. Any potential conflict not identified in this environmental document would be considered in that context, and would not alter the physical environmental effects of the proposed project, which are analyzed in this EIR.

Conclusion: Land Use

The proposed change in land use from the existing office building to the proposed high-density residential development would constitute a substantial intensification of land use at the project site. The change would not be a significant adverse land use impact as there are similar mid- and high-rise developments with compatible residential densities already existing, under construction, being proposed, or recently approved near the development site, and because this portion of the Rincon Hill

area is already in the process of changing from a predominantly industrial and parking district to a high-density residential district close to Downtown. The change in land use would further the goals of the *Rincon Hill Area Plan*, which recommends that the Rincon Hill area be developed as a residential neighborhood close to Downtown that contributes to the City's housing supply. The proposed project would add residential units to the community that is in the process of being established in the immediate project vicinity of the Rincon Hill area. The proposed residential use would be compatible with existing and planned high-density residential uses in the Rincon Hill area, and would be on a relatively small site within an already built area. The proposed development would thus continue and extend existing land uses and would not disrupt or divide an established community, nor would it adversely affect the existing character of the vicinity. Therefore, the proposed change in land use would not be a significant impact.

As discussed above, the proposed project would conform to the existing zoning controls applicable in the Rincon Hill SUD, with the exception of the 250-foot height limit, the 25-foot front setback requirements for the portion of the building above 50 feet in height, and the requirement that all off-street parking be independently accessible.

CUMULATIVE LAND USE IMPACTS

There are several large area projects currently under review at the Planning Department, including the *Rincon Hill Plan: Draft for Public Discussion*; the Transbay Redevelopment Area proposal (discussed in *Proposed Transbay Redevelopment Project Area Design for Development*, above); the Eastern Neighborhoods community planning process (for Bayview Hunters Point, Showplace Square/Potrero Hill, Mission, and South of Market); and the Better Neighborhoods program. These plans will create the context for future growth throughout the City. The plan areas will compete for the limited amount of development that the market can produce, and not all of the development projected within these plans may be constructed.

In late 2001, the Planning Commission directed the Planning Department to initiate the Eastern Neighborhoods community planning process for four areas: Bayview Hunters Point, Showplace Square/Potrero Hill, Mission, and South of Market. It should be noted that the proposed 375 Fremont Street project is not within any of the Eastern Neighborhoods planning areas. The purpose of this process was to address the broad range of issues involved in formulating permanent controls

on the City's last remaining industrially zoned lands and its surrounding residential and commercial neighborhoods. The purpose of the community process was to work collaboratively with the neighborhoods in the vicinity of these industrially zoned lands to develop rezoning proposals that achieve both neighborhood and citywide land use goals. In early 2002, the Planning Department initiated a series of what became four to seven public workshops per neighborhood. Through the year-long process of public workshops, participants grappled with how the area's industrially zoned land should be used in the future. One of the goals of this process was to develop a new set of zoning regulations for four community planning areas of the Eastern Neighborhoods. In February 2003, the Planning Department published the *Community Planning in the Eastern Neighborhoods, Rezoning Options Workbook – First Draft*.¹⁶ Three rezoning options for housing in industrially zoned land are presented for each area: (A) Low Housing Option, (B) Moderate Housing Option, and (C) High Housing Option. The Eastern Neighborhoods contain about 38,870 existing housing units. Under Option A there could be potential for development of an additional 16,200 units; an additional 22,600 units under Option B; and an additional 28,500 units under Option C.

The Planning Commission's consideration of the options for each neighborhood can refine these options or develop new ones using ideas presented in the overall spectrum of options. Ultimately, the main options for each neighborhood will be forged into a proposed rezoning for the Eastern Neighborhoods, a comprehensive effort consistent with the *San Francisco General Plan*. The adopted option would revise the existing *Planning Code*.

The Planning Department has established the Better Neighborhoods 2002 program (which does not include the proposed project site at 375 Fremont Street), intended to help make San Francisco's urban neighborhoods the "best places they can be for those who live in them."¹⁷ The Better Neighborhoods program embraces the benefits of change to build more balanced and livable places in San Francisco. The program is two-tiered. Citywide, it aims to encourage housing where it makes sense and to strengthen neighborhoods. Locally, the program uses intensive community-based planning to refine citywide goals to the needs of the neighborhood. Above all, the program builds on the positive aspects of San Francisco's quality as an urban place. The Planning Department is currently preparing

¹⁶ *op cit.*

¹⁷ City and County of San Francisco Planning Department, *Better Neighborhoods 2002*. This report is available online for review at http://sfgov.org/site/planning_index.asp?id=25162.

the first three neighborhood plans, which are: Market & Octavia, Central Waterfront, and Balboa Park.

As noted in Figure 10, page 62, there are a number of residential projects in Rincon Hill that have recently been constructed, are under construction, have been approved by the City and have not begun construction, or are currently in the environmental review process. Currently four projects are being reviewed that are within a block of each other and include the proposed 375 Fremont Street project (250 residential units and below-grade parking spaces), 333 Fremont Street (88 residential units and below-grade parking spaces), 385-399 Fremont Street (183 residential units and 224 below-grade parking spaces), and One Rincon Hill at 425 First Street (720 units and 375 off-street parking spaces). It should be noted that One Rincon Hill is considering installing lifts to double the number of parking spaces). The four projects would provide about 1,241 residential units and 937 to 1,312 off-street parking spaces. The cumulative land use impacts of the proposed projects would increase the density of residential use in Rincon Hill, however, the land uses are generally permitted and the land use impacts would be less-than-significant.

In general, the proposed *Rincon Hill Plan* would encourage the continued development of Rincon Hill as a primarily residential neighborhood, consistent with the trend since the adoption of the existing *Rincon Hill Area Plan* in 1985, and particularly with the development over the last few years, while updating the existing Plan's implementation to ensure adequate separation between towers and provide neighborhood services and amenities. The Plan would produce a change in the character of the area, but the change would be in keeping with City goals.

Conclusion: Cumulative Land Use Impacts

The proposed project would add to the intensity of land use within the Rincon Hill area, but the proposed project's 250 residential units would not be considered a significant addition to the projected residential housing stock in the City when considered within the context of year 2025 housing projections. Secondary impacts from the proposed residential land use could affect the capacity of the local road system, transit, schools, parks, public services, and utilities in the future. These potential impacts are discussed in the pertinent sections of this Draft EIR.

B. VISUAL QUALITY AND URBAN DESIGN SETTING

Existing visual quality and urban design conditions, and changes with the proposed project are discussed in this subsection. Chapter II, Project Description, and Section III.A, Land Use, Zoning, and Plan Consistency, describe the location of the project site, the existing built environment on the project site and in the vicinity, and the proposed project.

URBAN FORM

A general pattern of densely clustered high-rise development in the Downtown core, tapering off to low-rise development at its periphery, characterizes San Francisco's skyline. This compact urban form (the "Downtown high-rise urban form") signifies the Downtown as the center of commerce and activity. Yet despite its clarity of form, the Downtown high-rise urban form is neither smooth nor uniform. A range of building heights in the Downtown creates gaps, peaks, dips, and inconsistencies within this pattern, allowing taller buildings and building tops to stand out in profile against the sky. This tension between conformity and variety in the skyline results in a readable and recognizable image for San Francisco.

South of the Transbay Terminal, from Main Street westward, the Terminal and its associated bus ramp system and rights-of-way have constrained post-World War II development. Building heights along this southern edge of the Downtown high-rise urban form tend to drop off abruptly. The Downtown area immediately south of the Transbay Terminal is occupied by surface parking, bus ramp structures, I-80 and its on- and off-ramps, and low-rise early Twentieth Century buildings. Several new low- and mid-rise buildings have been constructed, are being constructed, or have been recently approved in this area. By contrast, east of Main Street, the southern edge of the Downtown high-rise urban form has not been constrained by the Transbay Terminal. The transition from the high-rise Downtown core southward is more tapered and gradual. This general effect is particularly evident when this area is viewed from the Bay Bridge approaching the City.

Comparatively low buildings along the waterfront contribute to the tapering of height with the decrease of elevation from hilltops to water that is characteristic of San Francisco. East of the project site, the transition from inland to the waterfront is similarly marked by a gradual stepping down of heights, as is recommended by the *Rincon Hill Area Plan* and the Urban Design Element of the

General Plan. Buildings on the waterfront incorporate an intricate, staggered design and are set back from the waterfront above the building base and at the upper levels. This design approach acknowledges the meeting of land and water while respecting the natural topography of the area; reduces the appearance of a towering street wall; and helps maintain a pedestrian-friendly environment close to the waterfront.

The project site is on the southern periphery of this "prominent Downtown high-rise urban form." The 355-375 Fremont Street Hjul Building is a two-story, concrete-framed structure constructed in 1929. It is on an 18,906-square-foot (approximately 0.43 acre) lot with 137.5 feet of frontage on Fremont Street. It is part of the Rincon Hill area, which has historically been characterized by predominantly low- to mid-rise industrial buildings and surface parking lots. The project block along Fremont Street contains one- to four-story buildings, and the approximately 12-story, windowless PG&E substation at the corner of Folsom and Fremont Streets. Currently, the area is in the process of transformation and a number of comparatively high-density residential developments are under construction or have obtained approval to be built. The immediate project vicinity is not characterized by a large degree of visual coherence. There are a variety of building types and sizes, ranging from one to 20 stories, with a mix of uses including residential, office, wholesale and retail, warehouse, light industrial, auto service, parking, and institutional/social service.

The project area contains several buildings constructed after the 1906 earthquake and fire that contribute to the visual character of the area. The most notable early Twentieth Century building is the Hills Brothers Coffee Plant, three blocks east of the project site at 300 Spear Street. This six-story, red brick industrial building, built in 1925, is distinguished by its Romanesque Revival style, decorative brickwork, tile-roofed campanile, and round-arched upper-story windows and arcade. In 1989 the building was incorporated into the mixed-use Hills Plaza complex. Another nearby early Twentieth Century building is 301 Folsom Street, a five-story concrete warehouse building northeast of the project site at the corner of Folsom and Beale Streets (now the Embarcadero Lofts residences, with ground-floor retail). The 301 Folsom Street building, built in 1937, is characterized by its classically derived elements executed in a stylized, restrained "Art-Moderne" idiom. Approximately three blocks east of the project site at 400 Spear Street is a two-story brick industrial building (now residences). Adjacent to the project site to the north is the Edwin W. Tucker Co. Building, a wood frame structure that is reported to have been constructed in 1913, and it is a moderately intact

III. ENVIRONMENTAL SETTING AND IMPACTS

B. Visual Quality and Urban Design

example of a wood-frame machine shop constructed in the first decade after the 1906 Earthquake and Fire in San Francisco. Approximately one-half block to the northwest of the project site, at 449 Folsom Street, is the historic one-story Edwin Klockars Blacksmith Shop.

Although the existing low-rise early Twentieth Century buildings within the vicinity contribute to the varied visual character of the area, they are too dispersed and few in number to define the visual character of the immediate area.

East of the project site, facing Beale Street, are the two Avalon Towers (388 Beale Street), 19-story residential concrete towers that are angular and irregular in form. Northwest of the project site at the southeast corner of Folsom and First Streets is the recently constructed 200-foot and 250-foot tower complex at 333 First Street.

Stylistically, buildings in the project vicinity range from post-earthquake wood frame industrial (347-349 Fremont Street) to the Brutalist PG&E Embarcadero Substation of 1979. These buildings also assume a variety of forms and heights. Some are tall, irregular and angular in form (like Avalon Towers and Hills Plaza), and others are horizontal and boxlike in massing (like the PG&E Embarcadero Substation). Some buildings are flat-topped, while others are terminated with a distinctive feature (like Avalon Towers, Hills Plaza, and the Gap Inc. Headquarters to the north of Hills Plaza across Folsom Street). Buildings in the project vicinity also employ a variety of exterior treatments, such as rough textures (like Hills Plaza) and smooth skins (like Avalon Towers). Cladding in the area includes brick, stucco, masonry panel, and metal and glass curtain wall.

Despite a high degree of visual heterogeneity among nearby buildings, broad patterns are discernible. Buildings are generally built to the property line and maintain a five- to eight-story street wall. Ground floors, and often the second floor, are generally differentiated from the upper floors with projecting band courses, awnings, or by other means. Fenestration is horizontal in proportion and façade organization is generally horizontal in emphasis contributing to a horizontal stacked appearance.¹⁸

¹⁸ Hills Plaza is an exception. Its windows are vertical in proportion and its expressed piers and recessed spandrel panels contribute to a verticality of exterior expression.

The project vicinity also includes large areas of vacant land. Intervening between the project site and the Downtown to the north is a mostly vacant east-west strip of land. This land, largely zoned P (Public) zoning district, comprises the rights-of-way for Transbay Terminal bus ramps, I-80 Freeway off-ramps, and land formerly occupied by ramps to the now demolished Embarcadero Freeway. This is a portion of the area proposed to be included in the Transbay Redevelopment Project Area.

In the immediate vicinity, large and vacant unrelieved expanses, together with the comparatively large block sizes and wide streets typical for this South of Market area, create a sense of scalelessness for pedestrians, accentuating perceived distances. The primary visual contribution of the vacant land is the unobstructed views that it affords northward to the Downtown.

VIEWS

View corridors are defined as physical elements such as buildings and structures that guide lines of sight and control view directions available to pedestrians and motorists. The 355-375 Fremont Street site affords several prominent views to surrounding areas, including the skyline of Downtown San Francisco and the Financial District to the north, and the anchorage of the overhead Bay Bridge and the Rincon Point–South Beach area to the south. The Fremont Street view corridor in the project vicinity is framed by low- to mid-rise buildings looking south towards the Rincon Point–South Beach area and The Embarcadero, and by progressively taller buildings looking north towards the Downtown and the Financial District. The Folsom Street view corridor in the project vicinity is framed by a combination of surface parking lots and mid- to high-rise buildings looking east towards The Embarcadero and the San Francisco Bay, and by a combination of surface parking lots and low- to mid-rise buildings looking west to Twin Peaks.

In the project vicinity, the Harrison Street view corridors looking west up Rincon Hill and beyond to Twin Peaks and east down the hill to the San Francisco Bay are framed by low- to mid-rise buildings. Four blocks east of the project site, the visual setting of the area is dominated by the Bay and its attendant waterfront features, such as the Bay Bridge, the waterfront promenade, the piers, and The Embarcadero. There are no public areas near the project site that provide scenic views or vistas.

The upper deck of the San Francisco–Oakland Bay Bridge affords expansive views of the project site, the City and the Bay, including the meeting of land and water and distant views of the hills,

Twin Peaks, and Mount Davidson towards the west. The "urban landform hill" created by the 400- to 600-foot-tall buildings in the heart of Downtown that gradually slopes down towards the south and the waterfront is visible from the Bay Bridge. From this view, the gradual down-sloping profile of the southern periphery of the Downtown high-rise urban form is seen against the undulating ridgeline of the hills that rise in the background. The distant view of Downtown from atop Twin Peaks, about four miles from the project site, shows the Downtown skyline against the San Francisco Bay and the East Bay hills beyond.

IMPACTS

SIGNIFICANCE CRITERIA

A project would have an adverse impact on visual quality if it would: (1) have a demonstrable negative aesthetic effect on the character of the surrounding area, (2) introduce new sources of light or glare,¹⁹ or (3) substantially degrade or obstruct scenic views from public areas.

Changes in visual quality and urban design would result from three aspects of the proposed project: (1) demolition of the existing two-story building on the site, (2) increasing the height limit from 250 feet to 300 feet, and (3) construction of the proposed project.

VISUAL ANALYSIS

The proposed development would increase the scale of development of the 355-375 Fremont Street site from a two-story office building to a 300-foot high-rise residential building. The height and bulk of the proposed building would be greater than other developments in the surrounding area of Rincon Hill.

The proposed building base would be built to the property line on Fremont Street, and would rise to 300 feet in height on the western two-thirds of the site. There would be an outdoor plaza on the east side of the building that would contain a swimming pool, spa, and terrace (see Figure 3, page 35), providing an open space that would be adjacent to the open space area of the Avalon Towers.

¹⁹ Environmental effects associated with light and glare were determined to be less-than-significant in the Initial Study (Appendix A, page 16).

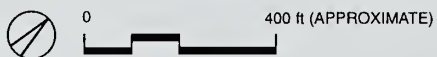
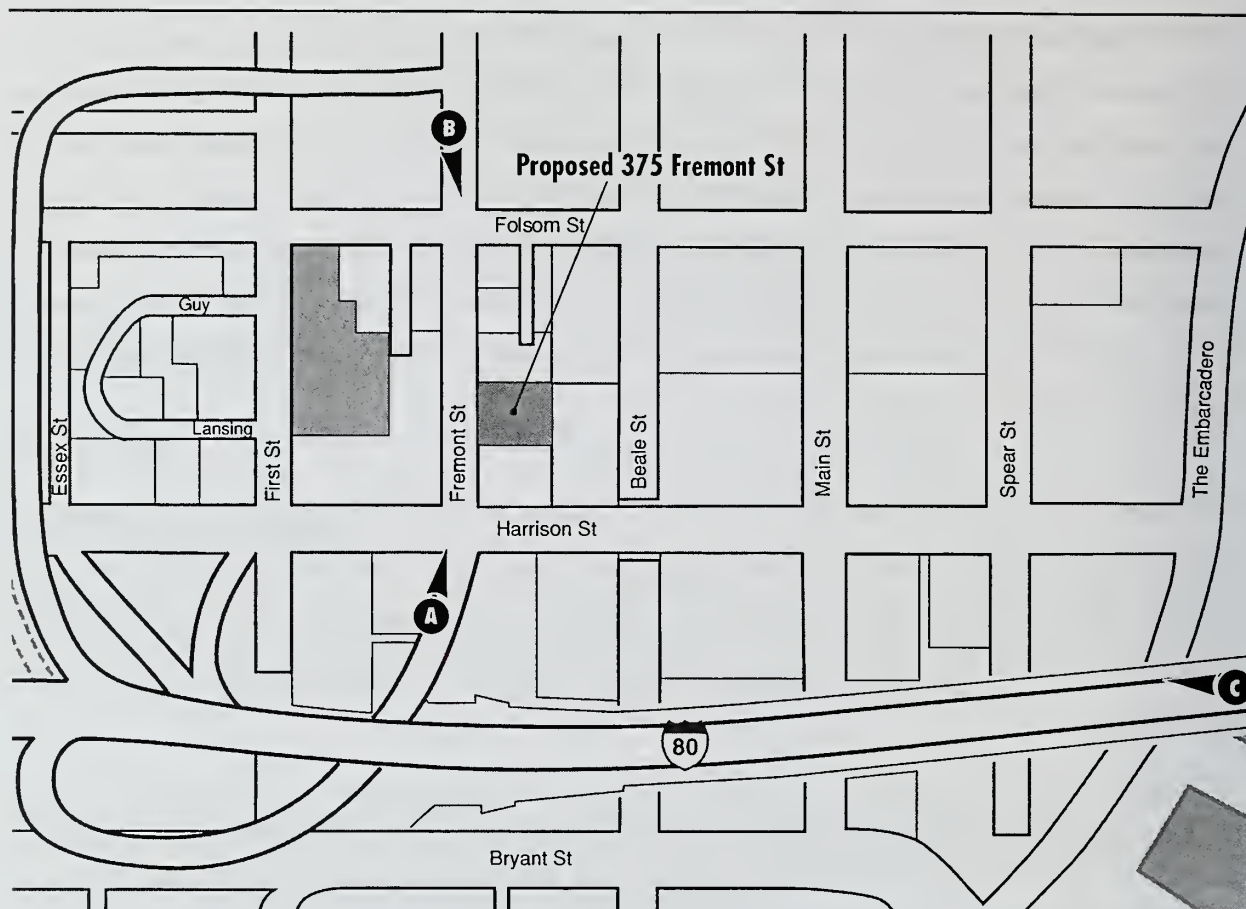
The silhouette of the proposed residential tower would be vertical and roughly rectangular in form. A floor-to-ceiling glass curtain wall would divide the building's facades into vertical sections, and articulate the tower's corners. Balconies of various sizes and terraces would be located in a variety of positions intended to add visual interest to the facades. The ground floor or plaza level would contain a two-story, 2,000-square-foot lobby, intended to unite the building with nearby existing and future buildings, enhance the pedestrian environment, and convey a sense of human scale at street level. The building's façade would be constructed of a variety of materials, including metal, glass, and precast concrete.

Photographs showing representative views of the project site have been taken at three locations: from Fremont Street at Harrison looking north, from Fremont Street at Folsom looking south, and from the San Francisco–Oakland Bay Bridge looking west. (See Figure 11, page 74, for viewpoint locations.) Visual simulations of the proposed project were developed from these selected viewpoints.

Figure 12, page 75, illustrates views looking north along Fremont Street at Harrison Street toward the project site and Downtown. From this perspective, the proposed project would be substantially taller than adjacent buildings and would be visually prominent. The proposed project would not conform to the general pattern evident in the vicinity of the project site, which is characterized by low- to mid-rise buildings. From this vantage point, the 375 Fremont Street tower would appear taller than the nearby 19-story Avalon Towers and the more-distant Downtown high-rise buildings to the north; the proposed project, however, would not block a scenic public view or vista. The proposed project would not have a significant visual impact from this perspective. It would contribute to the changing urban form of the area, and alter the aesthetic character from low-rise industrial office buildings to high-rise residential.

Figure 13, page 76, illustrates views looking south along Fremont Street past Folsom Street and the project site. From this vantage point, the proposed 375 Fremont Street building would be the most prominent structure, however, no scenic public view or vista would be blocked. Although the visual and aesthetic character would change from industrial office structures to high-rise residential buildings, the proposed project would not constitute a significant visual impact.

III. ENVIRONMENTAL SETTING AND IMPACTS
 B. Visual Quality and Urban Design



- A** Arrow shows direction of photo view
A View looking north on Fremont Street at Harrison Street
B View looking south on Fremont Street at Folsom Street
C View looking west from the Bay Bridge

Source: During Associates

7-21-04

Viewpoint Locations Figure 11

Existing View



View with Proposed Project



Source: Square One Productions

11-3-04

View Looking North on Fremont Street at Harrison Street—Proposed Project Scenario Figure 12

Existing View



View with Proposed Project



Source: Square One Productions

10-11-04

View Looking South on Fremont Street at Folsom Street—Proposed Project Scenario Figure 13

Figure 14, page 78, illustrates views to the west toward the project site from the upper deck of the San Francisco–Oakland Bay Bridge. From this vantage point on the Bay Bridge, the proposed project would be noticeably taller than adjacent buildings in the skyline as seen from the bridge. The proposed project would add a new high-rise element at the southern periphery of the Downtown high-rise urban form. (A portion of the 333 First Street building would be visible from this viewpoint, beyond the intervening 19-story North Avalon Tower.) This new form created by the proposed project would alter transitory views enjoyed by motorists moving westbound on the Bay Bridge. It would introduce a vertical volume that would rise above the existing skyline and ridgeline of the hills beyond, temporarily altering the relationship that exists in the juxtaposition of the sloped urban form in the foreground and the natural form of the hills beyond. While the project would be visually apparent and constitute an addition to the skyline, its rectilinear form and exterior treatment would be similar to other buildings in the vicinity, and would not introduce a new type of visual element to the Rincon Hill or Downtown areas. The overall visual effect would be to extend the Downtown high-rise urban form further southward. Thus, the proposed project would not have a significant visual impact when viewed from the Bay Bridge.

The proposed building would create a lower, secondary, and peripheral high-rise urban form in the Rincon Hill area between the Downtown high-rise to the north and the relatively lower elevation areas of China Basin and the waterfront to the south. The lower and smaller urban form of the Rincon Hill area currently has 80- to 250-foot height limits, whereas the Downtown has buildings reaching over 600 feet in height. The "valley" between these two high-rise urban areas, extending roughly from Mission to Folsom Streets, has a predominantly 200-foot height limit and is occupied by low- and mid-rise buildings or is vacant. Heights in this transition area could increase if the proposed changes in the *Transbay Redevelopment Project Area Design for Development* were approved and implemented.

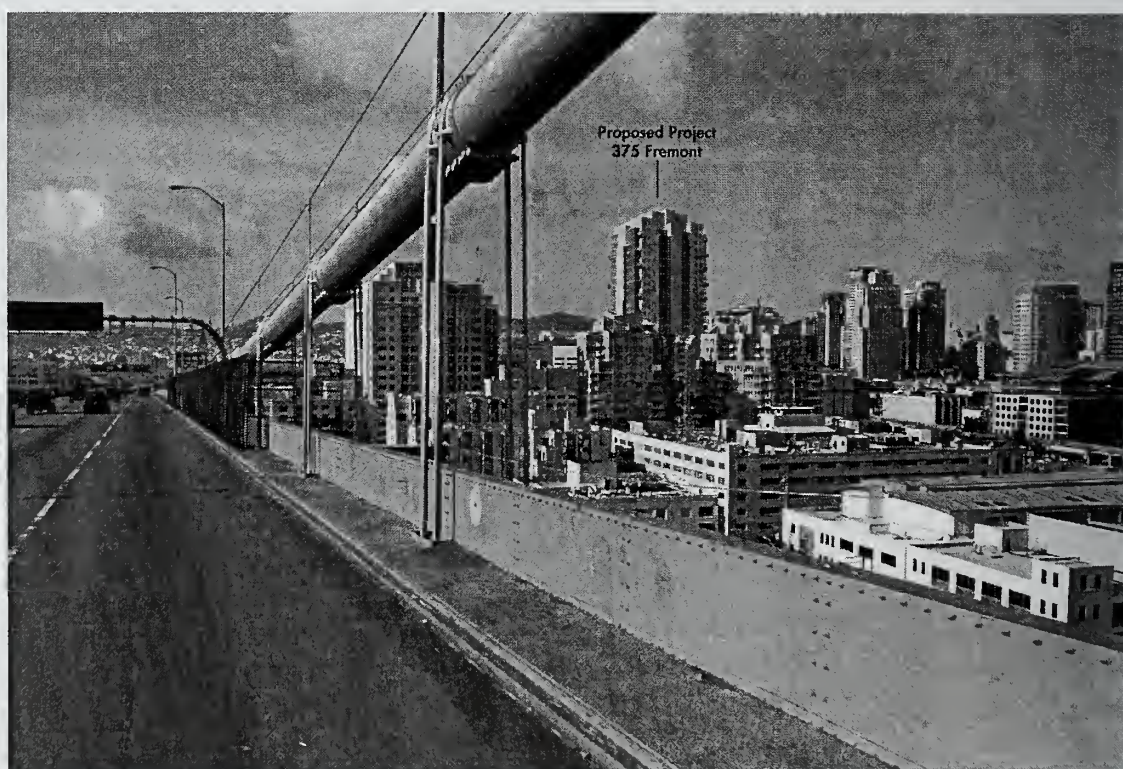
Conclusion: Visual Analysis

The proposed project would constitute a substantial change in the visual environment and extend the Downtown high-rise urban form further southward. It would not substantially change important view corridors or obstruct scenic views. Although the proposed building would change the visual character of the site and vicinity, and would alter the existing pattern of heights at this southern periphery of the Downtown high-rise urban form, it would not be substantially incompatible with the

Existing View



View with
Proposed
Project



Source: Square One Productions

10-11-04

View Looking West from the Bay Bridge—Proposed Project Scenario Figure 14

surrounding environment of other residential high-rise buildings, such as the Avalon Towers, Bridgeview Apartments, or the 333 First Street twin towers. The proposed project would contrast with the existing low-rise warehouse/office buildings. The proposed project would not introduce a structure of substantially different visual character, or demonstrably negative visual character, into the area. The project vicinity is not characterized by an established, cohesive, distinctive, or fragile visual character that would be degraded by the proposed project. The proposed project would not entail the demolition of any visual or open space resource. For these reasons, the proposed development would not result in significant adverse impacts on visual quality and urban design in San Francisco.

CUMULATIVE VISUAL ANALYSIS

The following discussion addresses two scenarios for analysis of cumulative visual impacts: (1) proposed, approved, or recently completed projects on the project block, as noted in Figure 10, page 62; and (2) the year 2020 cumulative discussion of projected building massings as anticipated by the November 2003 *Rincon Hill Plan: Draft for Public Discussion* (March 2004 refinements and September 2004 supplement) and the *Transbay Redevelopment Project Area Design for Development*.

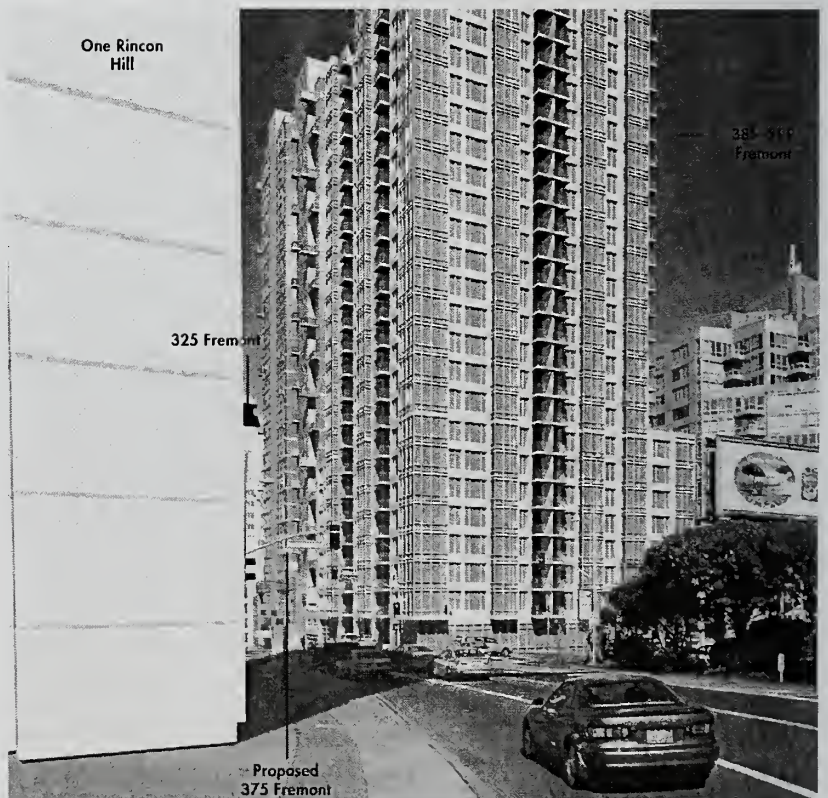
The projects in the first scenario include: 325 Fremont Street, a 200-foot-tall residential project; 385-399 Fremont Street, a 250-foot-tall residential tower; and 333 Fremont, an 85-foot-tall residential project. In addition, the One Rincon Hill project, which includes two towers at 450 feet and 550 feet, is proposed on the south side of Harrison between First and Fremont Streets; and the recently-approved complex at 201 Folsom and 300 Spear, which includes two pairs of towers at 350 feet and 400 feet. Visual simulations of the cumulative projects that represent a "snapshot" are shown in Figures 15 to 17, pages 80 through 82. These cumulative visual simulations are created from the same vantage points shown in Figure 11, page 74, and include the proposed project-specific visual simulations shown in Figures 12 to 14, pages 75, 76, and 78.

Figure 15, page 80, illustrates changes in views looking north along Fremont Street toward the project site and Downtown with the above cumulative projects. From this perspective, the 385-399 Fremont Street project and the proposed project would be substantially taller than adjacent buildings and would be visually prominent. The One Rincon Hill towers along Harrison Street would

Existing View



View with Cumulative
Projects



Source: Square One Productions

11-3-04

View Looking North on Fremont Street at Harrison Street—Cumulative Scenario Figure 15

Existing View



View with
Cumulative Projects



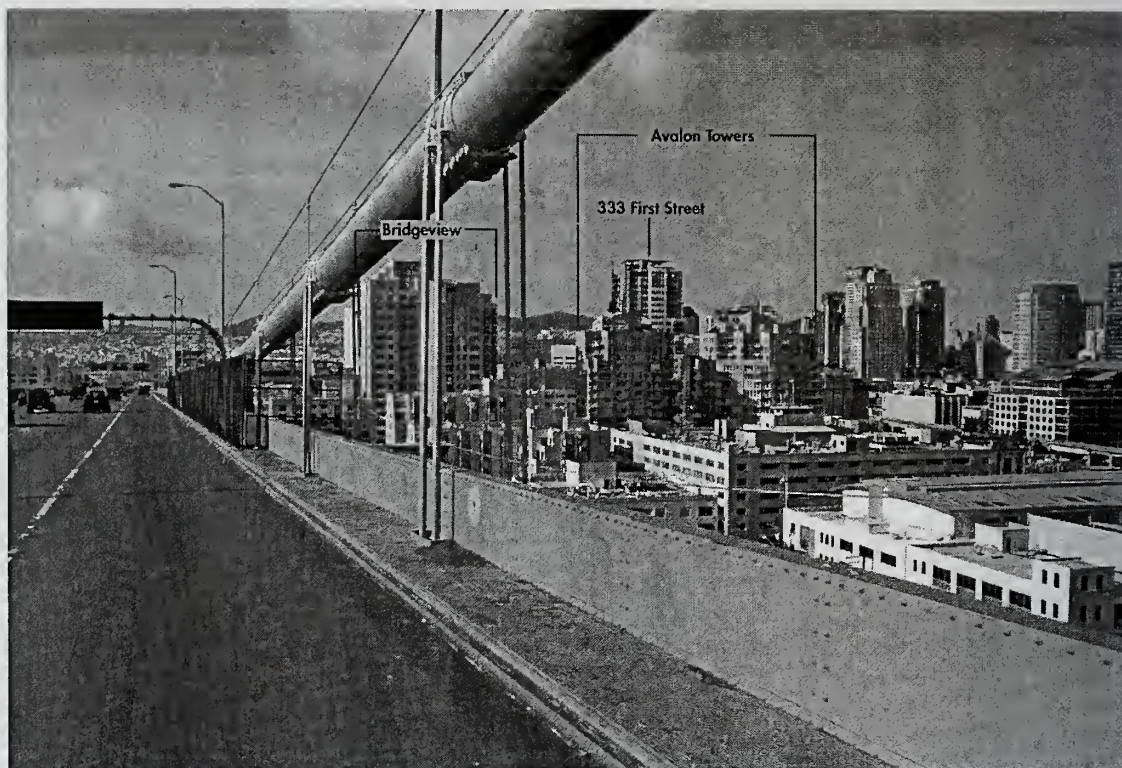
Source: Square One Productions

10-11-04

View Looking South on Fremont Street at Folsom Street—Cumulative Scenario Figure 16

III. ENVIRONMENTAL SETTING AND IMPACTS
B. Visual Quality and Urban Design

Existing View



View with
Cumulative
Projects



Source: Square One Productions

10-11-04

View Looking West from the Bay Bridge—Cumulative Scenario Figure 17

dominate the view to the west. Portions of the approved 325 Fremont Street would be visible, but would be substantially less prominent than the proposed project when viewed from the south.

Figure 16 illustrates changes in views looking south along Fremont Street past Folsom Street and the project site with five of the cumulative proposed and approved projects. From this vantage point, portions of the proposed 375 Fremont Street building and the proposed project at 385-399 Fremont Street would be visible, but most of the proposed project would be screened by the approved 325 Fremont Street development. In addition, a small portion of the proposed 375 Fremont Street building would be screened by the proposed 333 Fremont Street building, although this structure would be much less visible than either the 325 Fremont Street building or the proposed project. The 375 Fremont Street building would contribute to the apparent bulk of the street wall that would be formed by the 325 Fremont, 333 Fremont, 375 Fremont, and 385-399 Fremont Street buildings. The One Rincon Hill project east tower would be the most dominant structure west of Fremont Street. The visual element formed by these four contiguous buildings on Fremont Street and the One Rincon Hill project would be substantially taller than immediately surrounding buildings, and would be visually apparent from the north.

Figure 17 illustrates changes in views to the west toward the project site from the upper deck of the San Francisco–Oakland Bay Bridge with four of the cumulative proposed and approved projects. From this vantage point on the Bay Bridge, the most prominent buildings would be One Rincon Hill towers, the 385-399 Fremont Street high-rise, the proposed project, and the four towers recently approved at 201 Folsom Street and 300 Spear Street. These buildings would create the new Rincon Hill high-rise element at the southern periphery of the Downtown high-rise urban form. (None of the proposed 333 Fremont Street building, and very little of the approved 325 Fremont Street building, would be visible from this viewpoint, due to the intervening 19-story Avalon Towers.) Transitory views of the Downtown skyline experienced by motorists moving westbound on the Bay Bridge would be noticeably changed by these projects, as the proposed project buildings would be the most prominent structures in the Rincon Hill skyline, eclipsing the views of the existing high-rises in the South of Market area.

Conclusion: Cumulative Visual Analysis

The proposed project, the approved 325 Fremont Street building, the proposed 333 Fremont Street building, the proposed 385-399 Fremont Street building, the One Rincon Hill project, and the approved towers at 201 Folsom Street and 300 Spear Street would join to create a new high-rise urban form in the Rincon Hill area between the Downtown high-rise urban form to the north and the relatively lower elevation areas of China Basin and the waterfront to the south. There would be a substantial change to the skyline, however, it would not totally block public views or vistas. The proposed projects would add to the urban form and would not have a demonstrable negative aesthetic effect on the character of the surrounding area. There would not be a significant visual impact.

YEAR 2020 CUMULATIVE VISUAL ANALYSIS

The *Transbay Terminal Redevelopment Plan* and the November 2003 *Rincon Hill Plan: Draft for Public Discussion* (March 2004 refinements and September 2004 supplement) call for high-rise development in some areas up to 400 feet. Figures 18, 19, and 20, on pages 85 through 87, show the proposed development, along with the approved 325 Fremont Street and 201 Folsom Street/300 Spear Street towers, the proposed 333 Fremont Street, the proposed 399 Fremont Street, the proposed One Rincon Hill development (with the Planning Department Preferred 115-Foot Minimum Tower Separation Option), and the possible build out of buildings proposed under the *Transbay Terminal Redevelopment Project Area Design for Development*, and the November 2003 *Rincon Hill Plan: Draft for Public Discussion* (March 2004 refinements and September 2004 supplement).

Figure 18 illustrates the 2020 cumulative scenario views looking north along Fremont Street toward the Downtown. Compared to the perspectives in Figure 15's cumulative scenario the view would be identical because the east side of Fremont Street would be fully developed. The One Rincon Hill project would continue to be the most prominent structure west of Fremont Street.

Figure 19 illustrates the 2020 cumulative scenario views looking south along Fremont Street past Folsom Street. The maximum build out structures called for in the November 2003 *Rincon Hill Plan: Draft for Public Discussion* (March 2004 refinements and September 2004 supplement) would be seen above the PG&E substation on the west side of Fremont Street. Compared to the cumulative view in Figure 16, the view to the east would be dominated by towers with a maximum height of 400

Existing View



View with Cumulative
Projects—Year 2020



Source: Square One Productions

10-11-04

View Looking North on Fremont Street at Harrison Street—Cumulative 2020 Scenario Figure 18

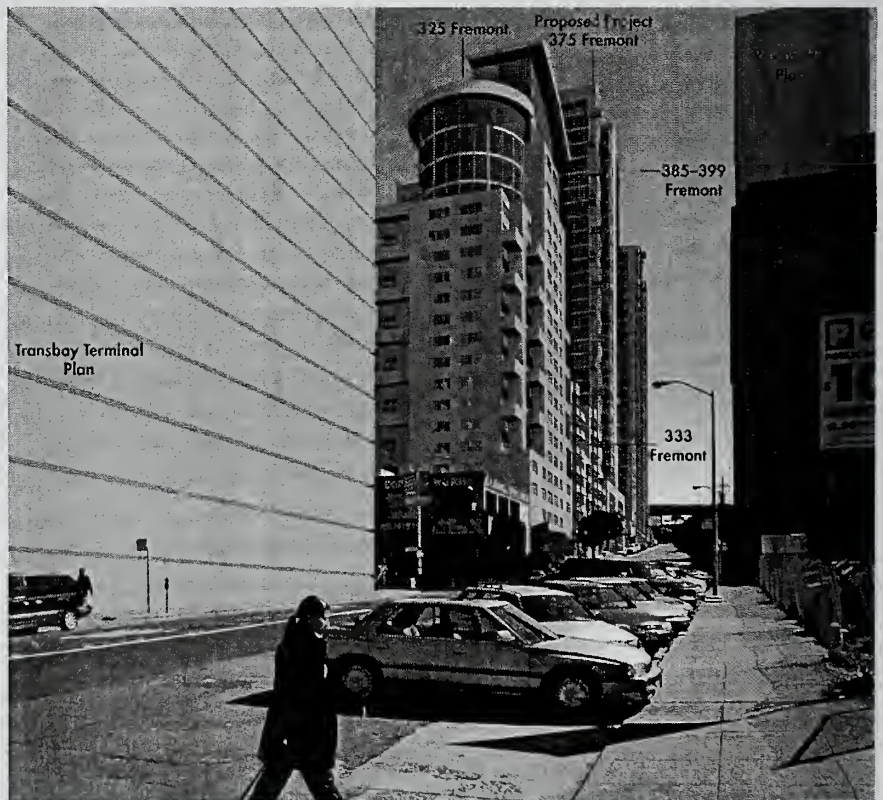
November 13, 2004
2002.0449E 375 Fremont Street

III. ENVIRONMENTAL SETTING AND IMPACTS
B. Visual Quality and Urban Design

Existing View



View with Cumulative
Projects—Year 2020

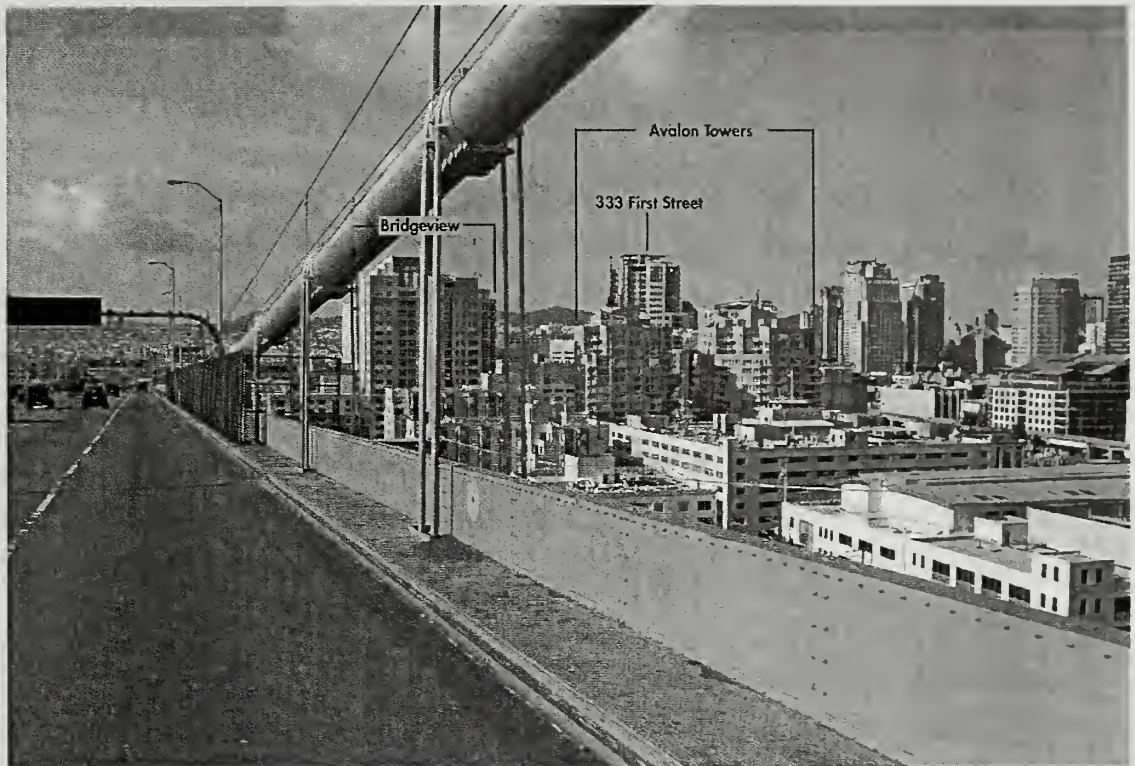


Source: Square One Productions

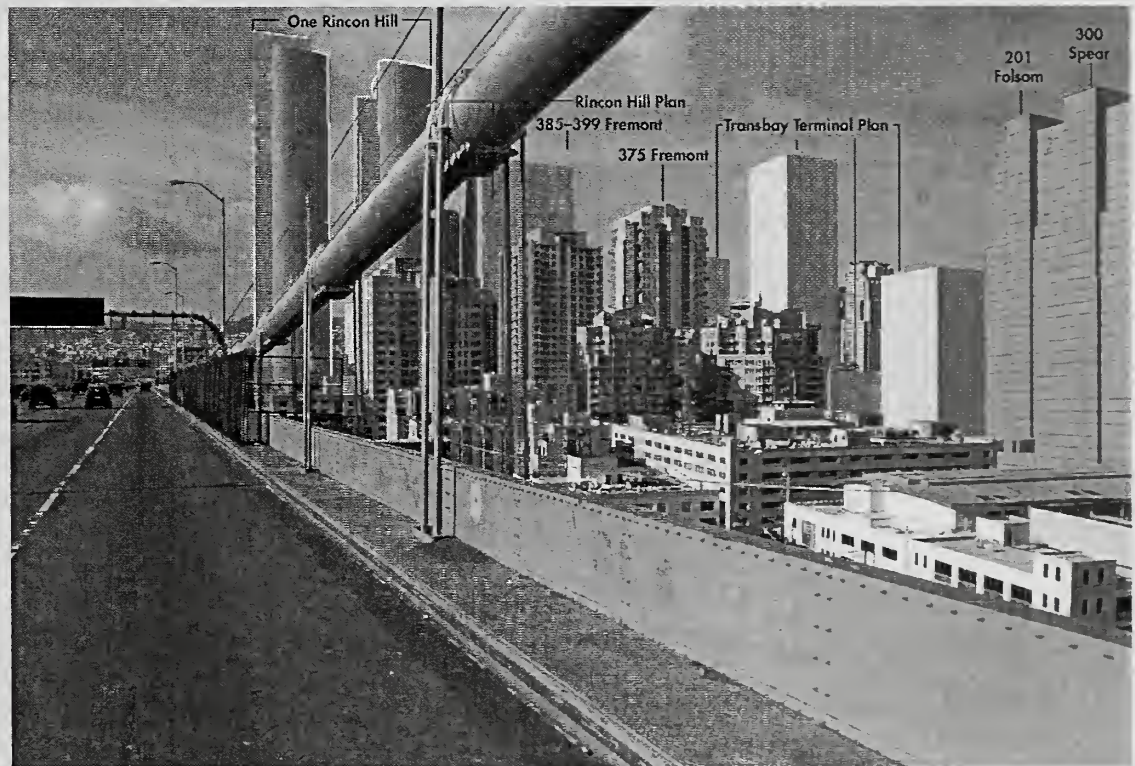
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View Looking South on Fremont Street at Folsom Street—Cumulative 2020 Scenario Figure 19

Existing View



View with
Cumulative
Projects—Year
2020



Source: Square One Productions

10-11-04

View Looking West from the Bay Bridge—Cumulative 2020 Scenario Figure 20

feet on the north side of Folsom Street east of Fremont Street, as suggested by the *Transbay Redevelopment Plan*.

Figure 20 illustrates views to the west toward the project site from the upper deck of the San Francisco–Oakland Bay Bridge. The maximum build out towers proposed in the November 2003 *Rincon Hill Plan: Draft for Public Discussion* (March 2004 refinements and September 2004 supplement) and the *Transbay Redevelopment Plan* are identified in the center of the perspective view. Compared to the cumulative scenario in Figure 17, the 2020 cumulative scenario would show that the plans, together with the proposed Fremont Street buildings, the four towers at 201 Folsom/300 Spear Streets, and the One Rincon Hill project, would create a dominant high-rise form extending the building mass from the Downtown to the waterfront south of Rincon Hill.

Conclusion: Year 2020 Cumulative Visual Analysis

The high-rise building form proposed in the November 2003 *Rincon Hill Plan: Draft for Public Discussion* (March 2004 refinements and September 2004 supplement) and the *Transbay Redevelopment Project Area Design for Development* added to the projects identified in the cumulative analyses of proposed buildings would be a complete extension of the Downtown form south to the China Basin area, eliminating the existing gap between Rincon Hill and the Downtown. The San Francisco skyline would be transformed when viewed from the Bay Bridge and along the eastern waterfront. The Year 2020 cumulative projects would change the skyline and would alter the view from public vistas, however, it would not be a significant visual impact.

C. POPULATION AND HOUSING SETTING

There is substantial demand for new residential units in San Francisco. The proposed project is located within the boundaries of the *Rincon Hill Area Plan*, an element of the *General Plan* that addresses the need for high-density residential uses in the Rincon Hill area, which is within easy walking distance of Downtown San Francisco.

There are currently no residents on the project site. The U.S. Census estimated the year 2000 population of San Francisco at 776,733.²⁰ The Association of Bay Area Governments (ABAG) projects San Francisco population to increase to 809,200 in 2010, and to 811,100 in 2020.

Approximately 25 employees work at the existing office building on the project site. The U.S. Census estimated year 2000 employment in San Francisco at 634,430.²¹ ABAG projects San Francisco employment to increase to 690,420 in 2010, and to 745,600 in 2020.

IMPACTS

SIGNIFICANCE CRITERIA

A project may result in significant adverse population and housing impacts if it: (1) induces substantial growth, either directly or indirectly, (2) displaces substantial numbers of existing housing, or (3) displaces substantial numbers of people.

POPULATION AND HOUSING EFFECTS

As discussed in the Population Section of the Initial Study (see Appendix A), the proposed project would not displace housing or significant numbers of people, and project-generated population would not be a significant impact.

There has been a continuous demand for housing in San Francisco for over a decade. In March 2001, ABAG projected regional needs in the Regional Housing Needs Determination (RHND) 1999-2006

²⁰ City and County of San Francisco Planning Department, Housing Element of the *General Plan*, Part I, May 2004, Graph I-1.

²¹ City and County of San Francisco Planning Department, Housing Element of the *General Plan*, Part I, May 2004, Table I-6.

allocation. The jurisdictional need of San Francisco for 2006 is 20,370 dwelling units or an average yearly need of 2,546 net new dwelling units.²² The Planning Department projects that the San Francisco housing stock will grow by 30,000 units between 2000 and 2025.²³

The November 2003 *Rincon Hill Plan: Draft For Public Discussion* (March 2004 refinements and September 2004 supplement) identifies a total of 42,400 potential new housing units in the Downtown Neighborhoods Initiative planning area and surrounding areas.²⁴ These areas are the Van Ness Corridor with 400 units, Market/Octavia including South of Market West (SoMa West) with 7,500 units, C-3 district with 4,500 units, Transbay Terminal Area with 4,500 units, Rincon Hill with 4,700 units, South of Market (SoMa) with 8,900 units, Showplace Square with 2,000 units, South Beach with 100 units, Mission Bay with 6,000 units, Yerba Buena Center with 1,300 units, and Mid-Market with 2,500 units.

The 250 dwelling units of the proposed project would contribute approximately 350 new residents, based on a household density factor of about 1.4 persons per dwelling unit.²⁵

The proposed project would support about five parking, janitorial, maintenance, and building management employees. Currently, approximately 25 employees work for the three businesses in the existing office building on the site. The project would therefore result in a net decline of about 20 jobs on the project site. The three existing businesses would likely relocate in the City or greater Bay

²² City and County of San Francisco Planning Department, *Housing Element of the General Plan*, May 2004, page 1.

²³ City and County of San Francisco Planning Department, *Community Planning in the Eastern Neighborhoods, Rezoning Options Workbook, First Draft*, February 2003. This report is available for public review electronically on the Planning Department website, http://www.sfgov.org/site/planning_index.asp?id=25293.

²⁴ City and County of San Francisco Planning Department, *Rincon Hill Plan: Draft for Public Discussion*, November 2003, page 9. This report is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File 2000.1081E.

²⁵ City and County of San Francisco Planning Department, *Rincon Hill Plan Draft Environmental Impact Report*, September 25, 2004, page 138. This report is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File No. 2000.1081E.

Area.²⁶ Even if the employees were not able to relocate, the displacement of 25 employees would be considered less-than-significant.

CUMULATIVE POPULATION AND HOUSING EFFECTS

The November 2003 *Rincon Hill Plan* (March 2004 refinements and September 2004 supplement) anticipates about 5,000 to 6,700 additional residents in the Rincon Hill area by 2020, including residents of recently approved but not yet built and recently constructed projects²⁷ and assuming an average density of 1.4 persons per household. This cumulative growth in the Rincon Hill area would be approximately 0.7 to 0.9 percent of the 2002 San Francisco population of 755,800, and approximately 0.6 to 0.8 percent of the projected 2020 population of 848,100. The proposed project's 350 new residents would contribute approximately 5.2 to 7.0 percent to the cumulative Rincon Hill growth of 5,000 to 6,700 new residents. The project's 350 new residents would add to the future growth of the population of San Francisco, but would not be considered a substantial addition to the projected population of the City. Secondary population impacts from the proposed project could affect the capacity of the local road system, transit, schools, parks, public services, and utilities in the future. Each of these potential impacts is discussed in the pertinent sections of this Draft EIR.

²⁶ Telephone conversation with Theodore Brown, project sponsor, July 15th, 2004.

²⁷ These projects include 300 Spear Street (820 units), 201 Folsom Street (725 units), 333 First Street (345 units; just completed), 40-50 Lansing Street (80 units; under construction), and 325 Fremont Street (51 units).

D. TRANSPORTATION ²⁸

SETTING

TRANSPORTATION STUDY AREA

For the purposes of this analysis, the transportation study area and analysis locations for traffic, transit, and parking are shown on Figure 21, page 93.

For the traffic analysis, six study intersections were identified as locations likely to be most affected by the project. The study intersections include the intersections along Fremont Street adjacent to the project site. The transit study area includes the local and regional transit service within about two blocks (approximately ¼ mile) of the project site. The parking study area is bounded by Howard Street to the north, Main Street to the east, Bryant Street to the south, and Second Street to the west.

ROADWAY NETWORK

Regional Freeways

The project site is served by Interstate 80 (I-80), U.S. 101, and Interstate 280 (I-280). I-80 provides regional access to the project area. The San Francisco–Oakland Bay Bridge is part of I-80 and runs east and west connecting San Francisco with the East Bay. Access to the project site is via the Fremont Street, Harrison Street, and the Fourth and Bryant off-ramps, and access to I-80 eastbound is via the First Street, Essex Street, and Sterling Street (high-occupancy vehicles only) on-ramps (eastbound) and the Fourth/Harrison on-ramp (westbound). I-80 joins U.S. 101 to the southwest of the project site and provides access to the Peninsula and South Bay. In addition, U.S. 101 connects San Francisco and the North Bay via the Golden Gate Bridge. I-280 provides regional access from the South of Market area of Downtown San Francisco to southwest San Francisco and the South Bay/Peninsula. Nearby access points to I-280 are located at King Street near Fifth Street, and Sixth Street at Brannan Street.

²⁸ The information in this section is from the *375 Fremont Street Transportation Study – Final Report*, August 2004, prepared by LCW Consulting. This report is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File 2002.0449E.



Source: LCW Consulting, Clement Designs

2.19.04

Transportation Study Area and Analysis Locations Figure 21

Local Streets

In the South of Market area, streets that run in the northwest/southeast direction are generally considered north-south streets, whereas streets that run in the southwest/northeast direction are generally considered east-west streets. Table 1, below, presents the *San Francisco General Plan* designations for the streets in the vicinity of the project site.

Table 1				
<i>San Francisco General Plan Street Designations</i> ⁽¹⁾				
Street	Vehicular ⁽²⁾	Transit ⁽³⁾	Pedestrian ⁽⁴⁾	Bicycle ⁽⁵⁾
Howard Street	- Major Arterial in CMP Network - MTS Street	- Transit Preferential Street (Transit Important)	—	- Citywide Bicycle Route
Folsom Street	- Major Arterial in CMP Network - MTS Street	—	—	- Citywide Bicycle Route
Harrison Street	- Major Arterial in CMP Network - MTS Street	- Transit Preferential Street (Transit Important)	- Neighborhood Commercial Street	—
Main Street	- Major Arterial in CMP Network - MTS Street	- Transit Preferential Street (Transit Oriented)	—	—
Beale Street	- Major Arterial in CMP Network - MTS Street	- Transit Preferential Street (Transit Oriented)	—	—
Fremont Street	- Major Arterial in CMP Network - MTS Street	- Transit Preferential Street (Transit Oriented)	- Neighborhood Commercial Street	—
First Street	- Major Arterial in CMP Network - MTS Street	- Transit Preferential Street (Transit Oriented)	- Neighborhood Commercial Street	—

CMP = Congestion Management Plan

MTS = Metropolitan Transportation System roadways

Appendix B of this EIR includes the definitions of the various General Plan designations.

Notes:

- (1) San Francisco General Plan, Transportation Element.
- (2) Transportation Element, Maps 6-8, pp. I.4.32-34.
- (3) Transportation Element, Map 9, p. I.4.42.
- (4) Transportation Element, Maps 11-12, pp. I.4.55-56.
- (5) Transportation Element, Map 13, p. I.4.59.

Howard Street

Howard Street runs between The Embarcadero and South Van Ness Avenue. It is a two-way arterial with two travel lanes in each direction between The Embarcadero and Fremont Street, and a one-way arterial west of Fremont Street with four travel lanes in the westbound direction. In the vicinity of the project site, on-street parking is provided on both sides of the street; however, between Main and Fourth Streets parking is prohibited along the north curb during the p.m. peak period to provide an additional travel lane.

Folsom Street

Folsom Street is a four-lane eastbound one-way arterial from Eleventh Street to Main Street, and is a two-way arterial with three eastbound lanes and one westbound lane between Main Street and The Embarcadero. Within the vicinity of the project site, Folsom Street has on-street parking on both sides of the street, and a 5-foot-wide bicycle lane on the south side of the street.

Harrison Street

Harrison Street runs between The Embarcadero and Norwich Street (south of Cesar Chavez Street). Harrison Street operates two-way between The Embarcadero and Third Street, one-way westbound between Third and Tenth Streets, and two-way between Tenth and Norwich Streets. Between Beale and First Streets, Harrison Street has one eastbound and three westbound travel lanes, and on-street parking on both sides of the street.

Main Street

Main Street is a north-south roadway that runs between Market and Bryant Streets. South of Folsom Street, Main Street is a two-way roadway with one northbound travel lane and two southbound travel lanes. North of Folsom Street, Main Street operates one-way northbound only, with three travel lanes. Main Street has both metered and unrestricted parking on both sides of the street.

Beale Street

Beale Street is a north-south street that runs between Market and Bryant Streets, and ends in a cul-de-sac south of Bryant Street. Beale Street underneath I-80/Bay Bridge has been temporarily closed since September 2001, and it is not currently known if the closure is temporary or permanent. In the vicinity of the project site, Beale Street has three travel lanes, and on-street parking on both sides of the street.

Fremont Street

Fremont Street is a north-south arterial that runs between Harrison and Market Streets. Two off-ramps from eastbound I-80 touch down on Fremont Street (at Harrison Street, and mid-block between Howard and Folsom Streets). North of Folsom Street, Fremont Street operates one-way northbound only, with two to four travel lanes. Adjacent to the project site, Fremont Street has unrestricted on-street parking on both sides of the street and 10-foot-wide sidewalks.

First Street

First Street is a one-way southbound arterial between Market and Harrison Streets and provides access to eastbound I-80 and the Bay Bridge. Between Market and Howard Streets, one of the four travel lanes is dedicated for transit vehicles only. First Street has on-street parking on both sides of the street.

INTERSECTION OPERATIONS

Operating characteristics of intersections are described by the concept of Level of Service (LOS). LOS is a qualitative description of an intersection's performance based on the average delay per vehicle (see Appendix B, Transportation Definitions). Intersection levels of service range from LOS A, which indicates free flow or excellent conditions with short delays, to LOS F, which indicates congested or overloaded conditions with extremely long delays. LOS A through D are considered excellent to satisfactory service levels, LOS E is undesirable, and LOS F conditions are unacceptable.

Existing weekday p.m. peak hour intersection operating conditions at the six intersections selected for analysis in the study area are presented in Table 2, page 97 (see Figure 21 on page 93 for the locations of the six study intersections). During the weekday p.m. peak hour, four of the six study intersections currently operate with acceptable conditions (LOS D or better), and two intersections with unacceptable operating conditions (LOS F). The two intersections that currently operate at LOS F conditions, Folsom/First and Harrison/First, are located on the primary approaches to I-80 and the Bay Bridge. In general, the high volume of traffic destined to the Bay Bridge cannot be accommodated in the single-lane Bay Bridge on-ramp. The resulting queue of vehicles on the main access routes to the freeway, including First Street and Harrison Street, result in high levels of congestion on the lanes accommodating Bay Bridge-bound vehicles.

It should be noted that the turning movement counts for the traffic analysis were conducted in July and August 2000. As stated previously, Beale Street underneath I-80/Bay Bridge was closed in September 2001, and at this time there is no formal proposal to officially and permanently close Beale Street. As a result, the intersection operations were conducted assuming that the roadway would be re-opened at some juncture. The San Francisco County Transportation Authority travel demand model, which was used to determine future cumulative traffic volumes, also did not assume

that Beale Street would be closed in the future, and therefore the 2020 Cumulative analysis reflects an open Beale Street.

Table 2 Intersection Level of Service Existing and Existing plus Project Conditions – Weekday PM Peak Hour				
	Existing		Existing plus Project	
	Delay	LOS	Delay	LOS
1. Folsom/First	>60	F	>60	F
2. Folsom/Fremont	7.7	B	7.5	B
3. Folsom/Beale	14.5	B	14.4	B
4. Harrison/First	>60	F	>60	F
5. Harrison/Fremont	36.2	D	37.8	D
6. Harrison/The Embarcadero	15.1	C	15.6	C

Source: LCW Consulting, August 2004.

Notes:

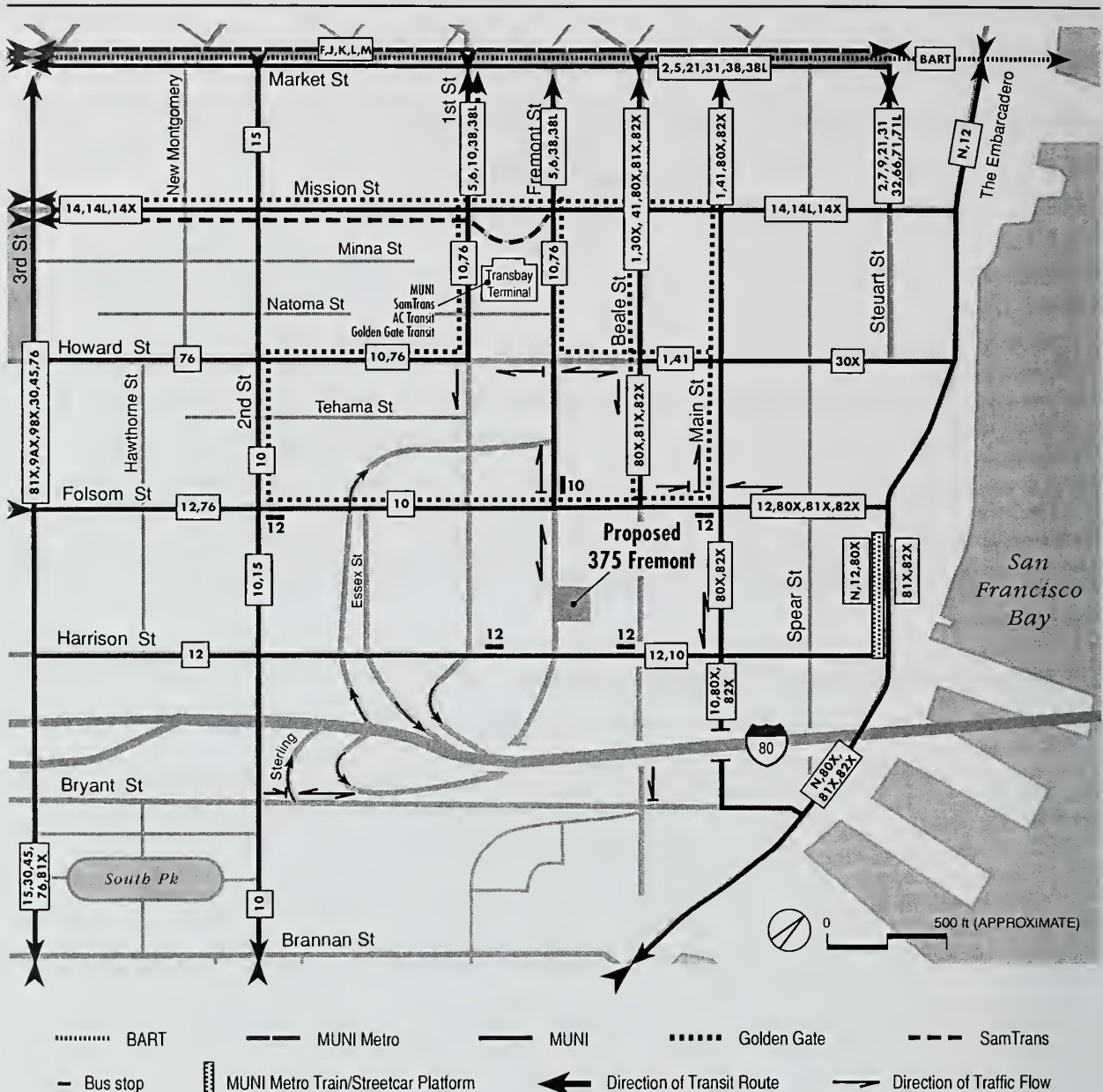
Delay presented in seconds per vehicle.

Intersections operating at LOS E or F are highlighted in bold.

In May and June 2004 turning movement counts at several intersections in the vicinity of Beale Street were conducted as part of the transportation analysis for the *Rincon Hill Plan Draft Environmental Impact Report*.²⁹ Comparison of the 2000 traffic volumes to the 2004 traffic volumes indicate that traffic patterns in the area have changed somewhat, although it is difficult to determine the effect of Beale Street closure versus other changes to the area; for example, the construction and occupancy of new residential and office buildings, displacement of off-street parking facilities, and the ongoing reconstruction of the I-80/Bay Bridge on- and off-ramps and connectors to the Transbay Terminal. Combined, these projects and developments have resulted in the redistribution of local traffic and of traffic destined to and from I-80/Bay Bridge. Overall, it was found that there has been a redistribution of traffic in the area, including a reduction in traffic volumes along Beale Street and an increase in traffic volumes along Folsom Street between Beale and Spear Street, First Street, Main Street, and The Embarcadero.

²⁹ Wilbur Smith Associates *Rincon Hill Mixed Use District Transportation Study, December 2003 and "Supplemental Transportation Analysis for Rincon Hill Plan DEIR," September 20, 2004*. This report and the supplement are on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File No. 2000.1081E.

III. ENVIRONMENTAL SETTING AND IMPACTS
D. Transportation



Source: LCW Consulting, Clement Designs

10-11-04

Existing Transit Network and Stop Locations Figure 22

Level of service analysis at selected intersections indicate that current weekday p.m. peak hour conditions are similar to those using the 2000 traffic volumes, and the redistribution of traffic would not change the results of the intersection level of analysis.

TRANSIT NETWORK

The project site is in an area served by public transit, with both local and regional service provided near the project site by Muni, Bay Area Rapid Transit (BART), SamTrans, Golden Gate Transit, and AC Transit. The project site is located within walking distance of the Transbay Terminal and the Ferry Building, both regional transit connection locations, and four blocks from Market Street which contains numerous Muni bus lines and the F-Market historic streetcar. Muni Metro light rail and BART service at the Embarcadero station is available. Local service is provided by the Muni bus and light rail lines, as shown on Figure 22 on page 98. Service to and from the East Bay is provided by BART, AC Transit and ferries; service to and from the North Bay is provided by Golden Gate Transit buses and ferries; service to and from the Peninsula and South Bay is provided by Caltrain, SamTrans, and BART. The availability of Muni and regional transit service capacity was analyzed in terms of a series of screenlines. Four screenlines have been established in San Francisco to analyze potential impacts of projects on Muni service: Northeast, Northwest, Southwest, and Southeast, with subcorridors within each screenline. Three regional screenlines have been established around San Francisco to analyze potential impacts of projects on the regional transit carriers: East Bay (AC Transit, BART, ferries), North Bay (Golden Gate Transit buses and ferries) and South Bay (BART, Caltrain, SamTrans). The screenline analysis focuses on transit trips in the outbound direction (i.e., trips from greater Downtown San Francisco to other parts of the City and the region) because the outbound direction reflects the peak direction of travel and patronage loads for transit carriers during the p.m. peak period.

As a means to determine the amount of available space within each screenline, capacity utilization is used, which relates the number of passengers per transit vehicle to the design capacity of the vehicle. Muni has established a capacity utilization service standard which includes seated and standing capacity, with standees representing somewhere between 30 percent to 80 percent of seated passengers, depending upon the specific transit vehicle configuration. Thus, Muni screenlines and subcorridors that are at or near capacity operate under noticeably crowded conditions with many standees. For all regional transit operators, the capacity is based on the number of seated passengers

per vehicle. All of the regional transit operators except BART have a one-hour load factor standard of 100 percent, which would indicate that all seats are full. BART has a one-hour load factor standard of 135 percent, which indicates that all seats are full and an additional 35 percent of the seating capacity is standees (i.e., 1.35 passengers per seat).

All Muni screenlines and subcorridors are currently operating below the capacity utilization standard and have available capacity to accommodate additional passengers. All regional transit providers operate at less than their load factor standards, which indicates that seats are generally available.

PARKING CONDITIONS

Parking conditions were determined for the weekday midday period (1:00 to 3:00 p.m.) and the weekday evening period (6:30 to 8:00 p.m.). There are 10 off-street public parking facilities in the study area, providing about 1,000 spaces. During the weekday midday period, the parking occupancy at these facilities is at about 92 percent of capacity. Most of the study area parking facilities serve Downtown employees and generally close sometime between 6:00 and 8:00 p.m. Although vehicles may remain in the facilities after this time, no new vehicles are accepted. However, three facilities in the study area are open 24 hours a day.³⁰ Combined, these facilities provide about 190 spaces and operate at about 25 percent of capacity during the weekday evening period.

On-street parking is provided adjacent to the project site on Fremont Street. In general, on-street parking within the vicinity of the project site is comprised of metered and unmetered spaces, with one-hour and two-hour limits. In addition, there are several yellow loading zones located near businesses. On-street parking is well-utilized throughout the day; however, during weekday midday period field surveys, available parking spaces were found on the streets adjacent to the project block. During the evening, the occupancy is substantially lower due to the few night-time uses in the area.

PEDESTRIAN CONDITIONS

In the vicinity of the project site, there are ten-foot-wide sidewalks on Fremont Street and eight-foot-wide sidewalks on Folsom and Harrison Streets, with the majority of pedestrian trips related to the facilities on the project block or to the two parking lots located at the southwest and southeast corners

³⁰ Includes facilities that do not post an evening closing time (may not have parking attendant).

of the intersection of Fremont and Harrison Streets. In the vicinity of the project site, pedestrian volumes are relatively light throughout the day. During field surveys, the sidewalks and crosswalks adjacent to the project site were observed to be operating under satisfactory conditions, with pedestrians moving at normal walking speeds and with freedom to bypass other pedestrians.

BICYCLE CONDITIONS

In the vicinity of the project site, Folsom Street, Howard Street, Second Street, and The Embarcadero are designated Citywide Bicycle Routes (Figure 21 on page 93 indicates the designated bicycle routes). These routes are interconnected to the Citywide Bicycle Network and provide access to and from the study area from locations throughout the city. Route #30 runs eastbound along Folsom Street and westbound along Howard Street. The bicycle route on Howard Street is Class III (signed route only), and the route on Folsom Street (between Third Street and The Embarcadero) is Class II (signed route with bicycle lane) with a 5-foot-wide bicycle lane on the south side of the street. Route #11 runs along Second Street and is Class III between Market and King Streets. Route #5 runs in both directions along The Embarcadero and is a Class II facility.

During field surveys, few bicyclists were observed to be riding in the vicinity of the project site; those that were observed were primarily along The Embarcadero and Folsom Street. In general, during both the weekday midday and evening periods, bicycle conditions were observed to be operating acceptably, with only minor conflicts between bicyclists, pedestrians, and vehicles. Due to congestion on Essex Street from the on-ramp to the Bay Bridge, vehicles turning right from Folsom Street to Essex Street often use the Folsom Street bicycle lane as a second right-turn lane, which can affect bicycle circulation and result in vehicle/bicycle conflicts.

IMPACTS

SIGNIFICANCE CRITERIA

The San Francisco Planning Department has established significance criteria to assess transportation impacts associated with a project.

Intersections

The operational impact on signalized intersections is considered significant when project-related traffic causes the intersection level of service to deteriorate from LOS D or better to LOS E or LOS F, or from LOS E to LOS F. The project may result in significant adverse impacts at intersections that operate at LOS E or F under existing conditions depending upon the magnitude of the project's contribution to the worsening of the average delay per vehicle. In addition, the project would have a significant adverse impact if it would cause major traffic hazards or contribute considerably to cumulative traffic increases that would cause deterioration in levels of service to unacceptable levels.

Transit

The project would have a significant effect on the environment if it would: cause a substantial increase in transit demand that could not be accommodated by the available adjacent transit capacity, resulting in unacceptable levels of transit service; or cause a substantial increase in delays or operating costs such that significant adverse impacts in transit service levels could result. With the Muni and regional transit screenlines analyses, the project would have a significant effect on the transit provider if project-related transit trips would cause the capacity utilization standard to be exceeded during the p.m. peak hour.

Parking

San Francisco does not consider parking supply as part of the permanent physical environment. Parking conditions are not static, as parking supply and demand varies from day to day, from day to night, from month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel.

Parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA. Under CEQA, a project's social impacts need not be treated as significant impacts on the environment. Environmental documents should, however, address the secondary physical impacts that could be triggered by a social impact (CEQA Guidelines Section 15131(a)). The social inconvenience of parking deficits, such as having to hunt for scarce parking spaces, is not an environmental impact, but there may be secondary physical environmental impacts such as increased traffic congestion at intersections, air quality impacts, safety impacts, or noise impacts

caused by congestion. In the experience of San Francisco transportation planners, however, the absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot) and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service in particular would be in keeping with the City's "Transit First" policy. The City's Transit First Policy established in the City's Charter Section 16.102 provides that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation."

The transportation analysis accounts for potential secondary effects, such as cars circling and looking for a parking space in areas of limited supply, by assuming that all drivers would attempt to find parking at or near the project site and then seek parking further away if convenient parking is unavailable. Moreover, the secondary effects of drivers searching for parking is typically offset by a reduction in vehicle trips due to others who are aware of constrained parking conditions in a given area. Hence, any secondary environmental impacts which may result from a shortfall in parking in the vicinity of the proposed project would be minor, and the traffic assignments used in the transportation analysis, as well as in the associated air quality, noise and pedestrian safety analyses, reasonably addresses potential secondary effects.

Pedestrians

The project would have a significant effect on the environment if it would result in substantial overcrowding on public sidewalks, create potentially hazardous conditions for pedestrians, or otherwise interfere with pedestrian accessibility to the site and adjoining areas.

Bicycles

The project would have a significant effect on the environment if it would create potentially hazardous conditions for bicyclists or otherwise substantially interfere with bicycle accessibility to the site and adjoining areas.

Loading

Loading impacts were assessed by comparing the proposed loading supply to the *Planning Code* requirements and the estimated loading demand during the peak hour of loading activities.

Construction

Construction-related impacts generally would not be considered significant due to their temporary and limited duration.

ANALYSIS METHODOLOGY

Project Travel Demand

To estimate the number of new person-trips that would be generated by the project, trips generation rates were applied to the proposed residential space and calculated on a weekday daily and p.m. peak-hour basis. These person-trips were distributed to eight geographical areas, including the four quadrants of San Francisco, the East Bay, the North Bay, the South Bay, and outside the area, and were assigned to the various available travel modes (including auto, transit, walk, and other modes). Both the distribution and the choice of travel mode (mode split) of the trips were based upon the type of land use and the purpose of the trip, plus the geographic distribution of residents and employment in the Bay Area and the availability of the various travel modes. The number of vehicle trips generated by the project was determined from the auto person-trips and an average vehicle occupancy.

Person-trip generation for the residential land uses was based on rates compiled by the San Francisco Planning Department and published in the *Transportation Impact Analysis Guidelines for Environmental Review*, October 2002 (*SF Guidelines*). The trip distribution, mode split, and average vehicle occupancy rates were obtained from the 1990 and 2000 U.S. Census journey-to-work data.

The proposed project would generate approximately 2,163 person-trips on a weekday daily basis and 374 person-trips during the p.m. peak hour. Of the 374 p.m. peak hour person-trips, 146 trips would be by auto, 75 trips would be by transit, and 153 trips would be by walking and other modes. About 134 new vehicle trips would be generated by the project during the weekday p.m. peak hour, of which about 66 percent would be inbound to the project site, and 34 percent would be outbound from the project site.

Overall, approximately 83 percent of the person-trips would travel within San Francisco, with 9 percent to and from the East Bay, 6 percent to and from the South Bay, 1 percent to and from the

North Bay and 1 percent to and from outside the region. During the p.m. peak hour, about 39 percent of the person-trips would be via auto, 20 percent via transit, and 41 percent via walking and other modes.

The proposed residential use would generate a demand for 321 long-term parking spaces. Peak residential parking demand would occur overnight, although a portion would also occur during the day.

Delivery/service-vehicle trip generation and demand for loading spaces for the project were estimated based on the methodology and assumptions provided in the *SF Guidelines*. In total, the project would generate about seven daily delivery/service-vehicle trips. The project would have a demand for less than one loading space during the peak and average hours of loading activities.

EXISTING-PLUS-PROJECT CONDITIONS

Traffic Impacts

The proposed project would generate about 89 inbound and 45 outbound vehicle trips during the weekday p.m. peak hour. These 134 trips were distributed to the local and regional roadway network based on the origin/destination of each trip (from the trip distribution rates), the street directions, and the configuration of the proposed parking garage driveway. As shown on Table 2, page 97, the addition of project-generated traffic would result in a relatively small change in the average delay per vehicle at the study intersections, and all six study intersections would continue to operate at the same service levels as under Existing conditions. The two study intersections that operate at LOS F under Existing conditions (Folsom/First and Harrison/First) would continue to operate at these unacceptable levels.

Vehicle trips generated by the proposed project would be distributed through two intersections that currently operate at LOS F (56 vehicle trips at the intersection of Folsom/First and 17 vehicle trips at the intersection of Harrison/First). These poor operating conditions are generally due to the high volume of vehicles approaching I-80/Bay Bridge. At the intersection of Folsom/First, the left-most travel lane on First Street does not experience the same amount of congestion as the other travel lanes. Since this lane does not go to the Bay Bridge on-ramp (vehicles turn left onto Folsom Street, or continue into a left turn only lane at the approach to Harrison Street), the traffic volumes are

relatively low and the lane does not experience queued conditions. Vehicles destined to the project site would use this left-most lane to access Folsom Street and then Fremont Street, and therefore would not substantially worsen the operations at the intersection of Folsom/First Street. At the intersection of Harrison/First, the proposed project would contribute up to eleven vehicle trips to movements that currently operate at unacceptable levels of service. This would not be a substantial contribution.

The access to the project parking garage would be on Fremont Street. Fremont Street, between Harrison and Folsom Streets, contains two northbound and one southbound travel lanes. Since existing traffic volumes are relatively low (about 250 northbound and 180 southbound vehicles per hour during the p.m. peak hour), it is not anticipated that access to the parking garage would impede vehicular travel on Fremont Street. There are no Muni bus lines on Fremont Street adjacent to the project site, and therefore project-generated vehicle trips entering and exiting the project garage would not impact Muni service in the vicinity of the project site.

In summary, the proposed project would not cause LOS at study intersections currently operating at LOS D or better to operate below LOS D, and would not substantially contribute to the two study intersections currently operating at LOS F. Therefore, the project would not cause significant traffic impacts.

Transit Impacts

The project would generate about 50 inbound and 25 outbound transit trips during the weekday p.m. peak hour. These 75 transit trips to and from the project site would use the nearby Muni lines and regional transit lines, and may include transfers to other Muni bus and light rail lines, or other regional transit providers. With implementation of the proposed project, the four Muni screenlines and the three regional transit screenlines would continue to operate below their respective capacity utilization and load factor standards.

In the immediate vicinity of the project site, the transit lines generally have available capacity during the weekday p.m. peak hour that could be used to accommodate the inbound and outbound transit trips generated by the proposed project. In addition, it is anticipated that some people would walk the three and a half blocks to and from Market Street to access the bus lines, Muni Metro, or BART

at the Embarcadero station (instead of taking a bus and transferring). For these reasons, the proposed project would not substantially affect transit service and no significant transit impact would occur.

Parking Impacts

The existing *Planning Code* requirements (Section 249.1) for the Rincon Hill Special Use district would require the proposed project to provide 250 parking spaces (one parking space per unit), of which ten would need to be handicapped accessible. The proposed project would supply a total of 250 parking spaces for the residential units (one space per unit) in a five-level underground parking garage with access from Fremont Street. Of the 250 spaces, 192 spaces would be independently accessible and 58 spaces would be tandem spaces. Ten of the 250 parking spaces would be handicapped accessible. Since only 192 of the 250 parking spaces would be independently accessible, the project would require a variance to the existing *Planning Code* requirement, which requires that all spaces be independently accessible.

The proposed project would generate a long-term residential parking demand for about 321 spaces. The long-term residential demand generally occurs during the evening and overnight hours. The long-term parking demand of 321 spaces would not be accommodated within the parking supply of 250 parking spaces, which would result in a shortfall of 71 spaces. This shortfall could be accommodated on-street (where parking is allowed overnight) or in nearby off-street parking facilities that provide overnight parking.

During the weekday midday, the residential parking demand is estimated to be about 80 percent of the overnight parking demand, or about 257 spaces. It is anticipated that a portion of the 71-space overnight parking shortfall would remain parked on-street or in off-street facilities during the day. Since the proposed project would provide 250 parking spaces, there would be a shortfall of between 7 parking spaces and 71 parking spaces during the midday period. Based on a proposed project shortfall of between 7 and 71 parking spaces, off-street parking occupancy in the study area would increase from 92 percent to 99 percent during the weekday midday period. It should be noted that the widening of the existing curb cut to provide access into the proposed garage, the new curb cut for the off-street freight loading/unloading area, and the proposed passenger loading/unloading (white) zone would eliminate three of the seven on-street spaces immediately adjacent to the project site.

In summary, the project parking shortfall of 7 to 71 spaces could be accommodated within the parking study area near the project site. The project would not result in significant primary or secondary parking impacts resulting from the parking shortfall.

It should be noted that the Planning Department is currently pursuing the proposed Rincon Hill Downtown Residential Mixed Use district, which would have a parking maximum of one space per unit, provided that all spaces in excess of one space per two units are tandem spaces or otherwise not conventionally independently-accessible. Should the *Planning Code* requirements be revised, a maximum of 125 independently-accessible parking spaces would be permitted, and the project sponsor would need to request a Conditional Use authorization to provide the additional 67 independently-accessible spaces.

Pedestrian Impacts

Pedestrian trips generated by the proposed project would include walk trips to and from the residential use plus walk trips to and from the local and regional transit operators, and some walk trips to and from nearby parking facilities. Overall, the proposed project would add about 228 pedestrian trips (75 to/from transit and 153 walk/other) to the surrounding streets during the weekday p.m. peak hour. It is anticipated that a majority of the new pedestrian trips during the weekday p.m. peak hour would be to and from Market Street, the Transbay Terminal Area, and The Embarcadero. These new pedestrian trips could be accommodated on the existing sidewalks and crosswalks adjacent to the project site and would not substantially affect the current pedestrian conditions along Fremont Street or Folsom Street. As these sidewalks are eight to ten feet wide and currently have low pedestrian activity, pedestrian conditions would continue to remain acceptable, and would not result in significant environmental impacts.

Bicycle Impacts

The *San Francisco Planning Code* (Section 155.2) would require the project to provide 12 bicycle parking spaces. The project would supply 13 bicycle parking spaces to be located on the first level (seven spaces) and second level (six spaces) of the parking garage. The 13 bicycle spaces would meet and exceed the *Planning Code* requirements for bicycle parking.

The project site is within convenient bicycling distance of Downtown San Francisco, the Financial District, and major transit hubs (Ferry Building, Transbay Terminal, and Caltrain). As such, it is anticipated that a portion of the "other" trips generated by the proposed project would be bicycle trips, which would utilize the bicycle routes along Second Street, Howard Street, Folsom Street, and The Embarcadero. Although the proposed project would result in an increase in the number of vehicles in the vicinity of the project site (during the p.m. peak hour there would be 89 vehicle trips inbound to the site and 45 trips outbound from the site), this increase would not be substantial enough to affect bicycle travel in the area, and would not result in significant environmental impacts.

Loading Impacts

The proposed project would provide an off-street loading bay with two loading spaces, with access from Fremont Street. One space would be 35 feet long and 12 feet wide, while the second space would be 25 feet long and 10 feet wide. Each space would have a vertical clearance of at least 14 feet. The two loading spaces would meet *Planning Code* requirements (Section 152), which require two loading spaces.

Passenger loading/unloading would occur from the proposed 40-foot-long passenger zone that would be established adjacent to the lobby on Fremont Street. The passenger zone would be able to accommodate up to two vehicles to actively load/unload passengers. In addition, it is anticipated that taxis would use the white zone to pick-up and drop-off passengers.

A trash room and compactor would be located within the first level of the parking garage, and would be the primary garbage/recycling area for the proposed project. For garbage/recycling pickup, building staff would transport the trash containers from the trash room to the front loading area via the freight elevator, and return the trash containers following pick-up. For garbage/recycling pick-up, trucks would be directed to drive into the loading bay directly adjacent to the street. Since garbage/recycling pick-up would occur in the very early morning hours (e.g., about 4:00 a.m.), garbage/recycling pickup would not interfere with any loading activities.

The loading demand associated with the proposed project would be accommodated within the two on-site loading spaces and the proposed passenger zone, and would therefore not result in significant environmental impacts.

It should be noted that the Planning Department is currently pursuing the proposed Rincon Hill Downtown Residential Mixed Use district, which for buildings with 100 dwelling units or more, up to one loading space would be permitted for every 200 dwelling units. Should the *Planning Code* requirements be revised, one loading space would be permitted, and the project sponsor would need to request a Conditional Use authorization to provide the additional loading space.

Construction Impacts

It is anticipated that construction of the project would take approximately 24 months. Construction-related activities would typically occur Monday through Saturday from 7:00 a.m. to 3:30 p.m. It is anticipated that periodic work may occur earlier and later and on Sundays, on an as-needed basis.

Construction staging would occur primarily within the site and from the adjacent sidewalk on Fremont Street. It is anticipated that the sidewalk along the project site frontage on Fremont Street would be closed throughout the construction duration, and a temporary pedestrian walkway would be constructed in the adjacent parking lane. Since there are no Muni bus stops along the project site frontage, it is not anticipated that any Muni bus stops would need to be relocated during construction of the proposed project. It is anticipated that no regular traffic lanes would need to be closed during construction. However, if it is determined that temporary traffic lane closures on Fremont Street would be needed, the closure would be coordinated with the City in order to minimize the impacts on local traffic. In general, lane and sidewalk closures are subject to review and approval by the Department of Public Works (DPW) and the Interdepartment Staff Committee on Traffic and Transportation (ISCOTT).

During the construction period, there would be a flow of construction-related trucks into and out of the site. There would be between 20 and 50 construction truck trips per day. It is anticipated that the majority of the construction-related truck traffic would use I-80/U.S. 101 and I-280 to access the project site from the East Bay and South Bay. The impact of construction truck traffic would be a temporary lessening of the capacities of streets due to the slower movement and larger turning radii of trucks, which may affect both traffic and Muni operations.

On average, there would be between 30 and 100 construction workers per day at the project site, depending on the phase. It is anticipated that the addition of the worker-related vehicle or transit trips would not substantially affect transportation conditions, as any impacts on the vehicle and transit network would be similar to or less than those associated with the project. In addition, the construction workers would cause a temporary increase in parking demand. Since nearby off-street and on-street parking facilities currently have some availability during the day, it is anticipated that construction worker parking demand could be accommodated without substantially affecting areawide parking conditions.

The construction period of the proposed project may overlap with the construction of other proposed projects in the area, notably the proposed projects at 333 Fremont Street and One Rincon Hill (425 First Street). The construction activities associated with these projects would affect access, traffic operations, and pedestrian movements. It is anticipated that the construction manager for each project would work with various departments of the City (DPT, Muni, the Fire Department, etc.) to develop a detailed and coordinated plan that would address construction vehicle routing, traffic control, and pedestrian movement adjacent to the construction area for the duration of the overlap in construction activities.

The construction schedule of the proposed project could overlap with the seismic retrofit of the Bay Bridge and its approaches. Work on the western span of the Bay Bridge is currently underway, and is expected to be completed by the end of 2004. There would be some overlap between construction of the proposed project and the Bay Bridge retrofit work on the towers and superstructure. Work on the west approach to the Bay Bridge will also be conducted throughout the construction duration of the project.

Ramp closures associated with the west approach phase of the seismic retrofit project would somewhat affect access to and from the project site, during both the project's construction and operation. However, no access streets to the ramps (e.g., First Street, Fremont Street) are anticipated to be closed as part of the construction efforts. Overall, Bay Bridge construction activity is anticipated to be concentrated in the area adjacent to the Bay Bridge span and approach, and is not expected to substantially affect traffic operating conditions in the vicinity of the project site.

2020 CUMULATIVE CONDITIONS

Methodology

Future year 2020 Cumulative traffic and transit conditions were based on the projections developed for the South of Market area for the *300 Spear Street/201 Folsom Street Transportation Study*.³¹ The San Francisco County Transportation Authority countywide travel demand forecasting model was used to develop the traffic and transit forecasts for cumulative development and growth through the year 2020 in the region, as well as to determine travel demand to and from the South of Market area. This approach resulted in a cumulative impacts assessment for year 2020 conditions that takes into account the future development expected in the South of Market area, as well as the expected growth in housing and employment for the remainder of San Francisco and the nine Bay Area counties.

Through the year 2020, only minor changes to the roadways within the study area would affect local circulation and intersection operating conditions. These include:

- As planned in the *Alternatives to the Replacement of the Embarcadero Freeway and Terminal Separator Structure FEIS/FEIR*,³² the Fremont Street off-ramp from westbound I-80 will be modified. The current off-ramp, which touches down on Fremont Street mid-block between Howard and Folsom Streets, will be reconfigured to establish a second leg of the off-ramp that will provide access to Folsom Street. Design for this off-ramp is currently under discussion between Caltrans and the City and County of San Francisco. With the new configuration, drivers could divert to Folsom Street or continue under the existing pattern of circulation.
- The only major transit improvements identified to occur by 2020 that would affect transit service are the Third Street Light Rail Project and the BART extension to the San Francisco Airport and Millbrae. Service to the San Francisco International Airport was initiated in June 2003.

2020 Cumulative Traffic Impacts

Between 2000 and 2020 Cumulative conditions, weekday p.m. peak hour traffic volumes at the study intersections are anticipated to increase between 20 and 95 percent. Table 3 below presents the 2020 Cumulative weekday p.m. peak hour intersection operating conditions. Overall, three of the six

³¹ Wilbur Smith Associates, *300 Spear Street/201 Folsom Street Transportation Study - Final Report*, January 31, 2002. This report is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File 2000.1073E.

³² *Alternatives to Replacement of the Embarcadero Freeway and Terminal Separator Structure Final EIS/EIR*, September 1996. This report is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case Files 92.202E and 94.060E.

study intersections would operate at LOS F under 2020 Cumulative conditions (as compared to two intersections under Existing conditions). In general, the poor operating conditions would occur along the primary access routes to the Bay Bridge, including First Street and Harrison Street, and include the intersections of Folsom/First, Harrison/First, and Harrison/Fremont.

Table 3				
Intersection Level of Service				
Existing and 2020 Cumulative Conditions – Weekday PM Peak Hour				
	Existing		2020 Cumulative	
	Delay	LOS	Delay	LOS
1. Folsom/First	>60	F	>60	F
2. Folsom/Fremont	7.7	B	26.8	D
3. Folsom/Beale	14.5	B	15.8	C
4. Harrison/First	>60	F	>60	F
5. Harrison/Fremont	36.2	D	>60	F
6. Harrison/The Embarcadero	15.1	C	28.0	D

Source: LCW Consulting, August 2004.

Note:

Delay presented in seconds per vehicle.

The project's contribution to the three study intersections that would operate at LOS F during the weekday p.m. peak hour would be less than 11 percent of the traffic growth at the intersections. At the intersections of Folsom/First and Harrison/Fremont, the proposed project would add traffic to movements that would continue to operate satisfactorily. However, at the intersection of Harrison/First, the proposed project would add to some critical intersection movements that would operate poorly under 2020 Cumulative conditions. In particular, the proposed project would add seven vehicle trips to the eastbound through movement and four vehicle trips to the westbound left turn movement. The project contributions to these movements would be very small and would not represent a considerable contribution to 2020 Cumulative conditions, therefore, the project would not have a significant traffic impact.

It should be noted that in the *Rincon Hill Plan DEIR*, September 25, 2004, the operating conditions at the intersection of Folsom/Beale are reported for conditions with the closure of Beale Street. The changes proposed with the Rincon Hill Plan would result in a significant impact at the intersection of Folsom/Beale Street, and the intersection LOS would change from LOS B under Existing conditions to LOS E under 2020 Baseline plus Project and 2020 Cumulative conditions.

2020 Cumulative Transit Impacts

Between Existing and 2020 Cumulative conditions, transit ridership demand is projected to increase by 22 percent at the four Muni screenlines combined, by 72 percent at the regional East Bay screenline, by 42 percent at the regional North Bay screenline, and by 233 percent at the regional South Bay screenline.³³ Under 2020 Cumulative conditions, three of the four Muni screenlines would operate at less than capacity (only the Southeast screenline would operate at capacity). In addition, each regional transit operator would continue to operate at less than their load factor standards, except BART to the South Bay.³⁴ The project would contribute less than 1.0 percent to the cumulative Muni and regional transit ridership, and alone would not substantially affect the peak hour capacity utilization of each screenline. The proposed project, therefore, would not have a significant environmental impact on transit under 2020 Cumulative conditions.

³³ The Muni and regional screenlines PM peak hour ridership and capacity data for the Existing conditions was derived from 1999 and 2000 information provided by the transit carriers.

³⁴ BART staff has indicated that they would be able to lengthen the South Bay trains, if necessary, to accommodate future demand. Currently, two of the four lines have 10-car trains, one line has 9-car trains and one line has 8-car trains. With this change, the load factor would be less than the BART standards.

E. SHADOW INTRODUCTION

Planning Code Section 295, adopted in 1984 pursuant to voter approval of Proposition K, generally prohibits the issuance of building permits for structures over 40 feet in height that would cause significant new shade on open space under the jurisdiction of, or designated to be acquired by, the Recreation and Park Commission unless the Planning Commission, in consultation with the General Manager of the Recreation and Park Department, determines that the shade would not have a significant impact on the use of such property. As described in the Initial Study (see Appendix A), a shadow fan analysis was prepared by the Planning Department, which concluded that project-generated shadow would not reach any Proposition K protected properties. The Initial Study concluded that while the proposed building would at times shade portions of Fremont Street and the sidewalk adjacent to the project site, as well as buildings on the west side of Fremont Street, the new shadows created by the project would not exceed levels commonly expected in urban areas, and would not be considered significant. However, this EIR discusses project shadow and cumulative shadows from other proposed projects in the vicinity for informational purposes.

SETTING

The project site is located in the Rincon Hill area of San Francisco. The Rincon Hill area is developed with an interspersed mixture of parking lots and low-, mid-, and high-rise buildings. Traditionally, structures in Rincon Hill have consisted primarily of low- and mid-rise industrial buildings, but several high-rise buildings have been built recently or are under construction in the Rincon Hill area within two to three blocks of the development site, including the 19-story Avalon Towers at 388 Beale Street adjacent to the project site to the east, the recently constructed 26-story Bridgeview Towers residential building at 400 Beale Street to the south, the 200-foot-tall and 250-foot-tall residential towers recently completed at 333 First Street at the intersection of First and Folsom Streets to the west, and the approved 200-foot-tall residential loft project at 325 Fremont Street to the north.

Open space in the vicinity of the project site consists of public open space and publically accessible open space. Currently, there are no public open spaces in the project area that are under the jurisdiction of the Recreation and Park Department and subject to *Planning Code* Section 295. The proposed project itself has a publicly accessible open space component on Fremont Street. Public

open space in the project vicinity includes the Hills Plaza and The Embarcadero Plaza.³⁵ The Avalon Towers has private open space adjacent to the project site. These open spaces are shown in the following project area shadow Figures 23 to 30 (pages 117 to 120 and pages 123 to 126).

IMPACTS

PROJECT SHADOWS

The project's shadow effects are discussed below. The analysis includes shadow cast by existing buildings and the proposed project on public open spaces, publicly accessible open space, streets, and sidewalks in the project area. Shadow patterns for the proposed project are shown for 10:00 a.m., noon, and 3:00 p.m. for the four seasons: the winter solstice, when the sun is at its lowest; the summer solstice, when the sun is at its highest; and during the spring and fall equinoxes, when the sun is at its midpoint.³⁶ Sunlight conditions from June 21 through December 21 are mirrored from December 21 to June 21, allowing for the adjustment of Daylight Savings Time. Figures 23 to 26, pages 117 through 120, depict shadow impacts at "snapshot" moments throughout the year.

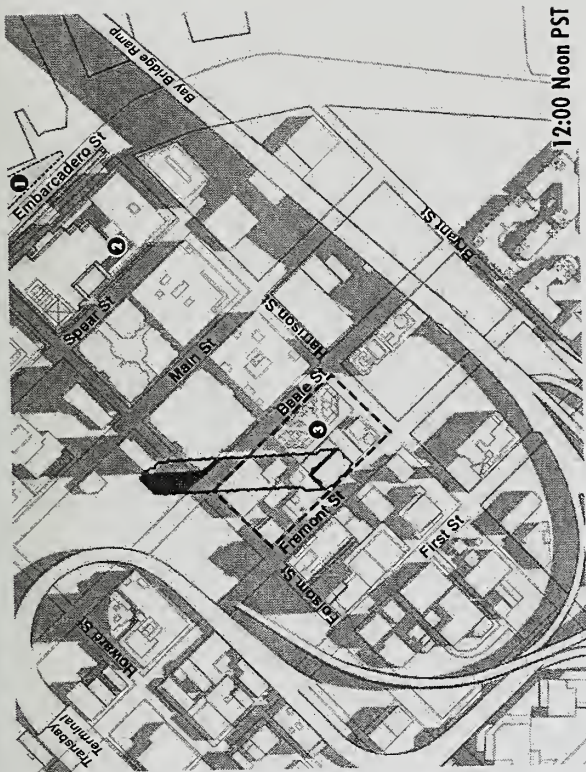
In each image, shadows created by existing buildings are shown in light grey. The proposed project's maximum potential shadow is outlined by a heavy black line, as though there were no existing intervening buildings. Within this outline, the areas that would not otherwise be shadowed but for the proposed project (the "net new shadow") are shown in dark grey.

December 21

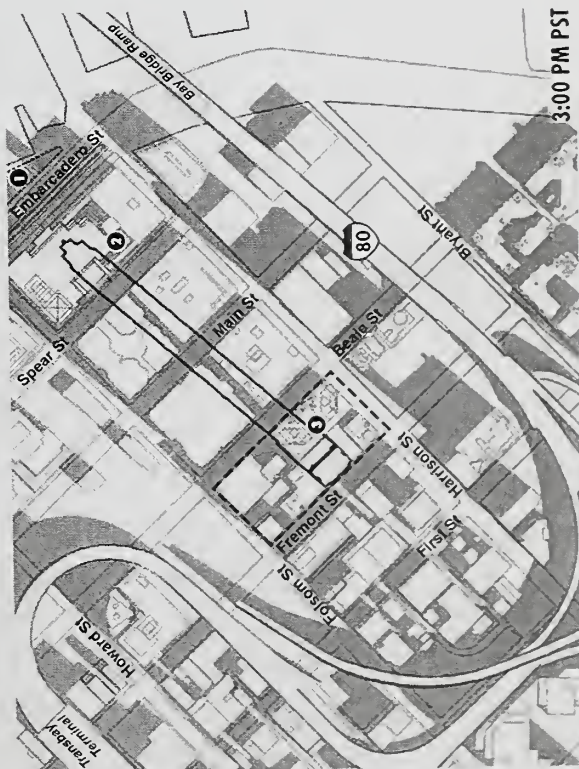
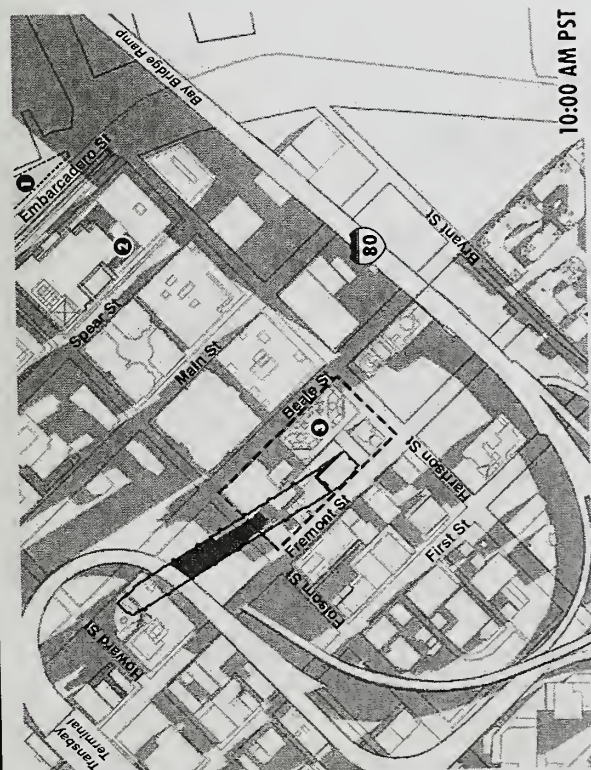
As shown in Figure 23, page 117, at 10:00 a.m. on December 21, the proposed project would cast shadows on a portion of Folsom Street between Fremont and Beale Streets, a small area of vacant space in the project block, the surface parking lot on the north side of Folsom Street between Fremont and Beale Streets, and a segment of the Transbay Terminal bus ramp. The shadow cast at this time would be the maximum length of all the times studied. At noon, the proposed project would shade small portions of Folsom Street east of Beale Street, the surface parking lot on the north

³⁵ The publicly accessible open space at Hills Plaza consists of a raised, arcaded, landscape plaza running through the block that is owned and maintained by Hills Plaza. Rincon Park is a three-acre waterfront park under the jurisdiction of the Port of San Francisco and the San Francisco Redevelopment Agency.

³⁶ For this analysis, Pacific Standard Time is used in March and December, and Pacific Daylight Time is used for June and September.



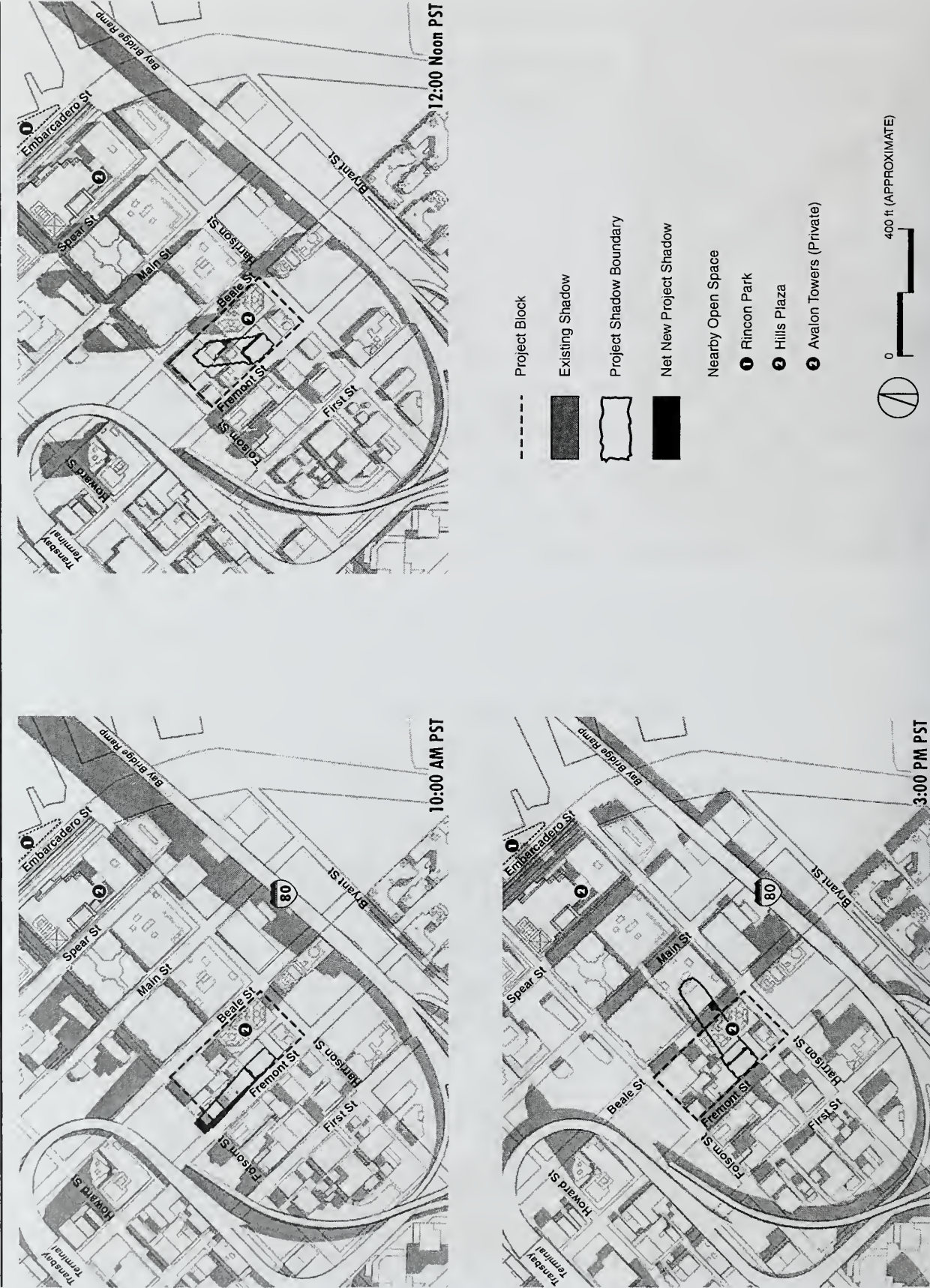
- Project Block
- Existing Shadow
- Project Shadow Boundary
- Net New Project Shadow
- Nearby Open Space
- 1 Rincon Park
- 2 Hills Plaza
- 3 Avalon Towers (Private)



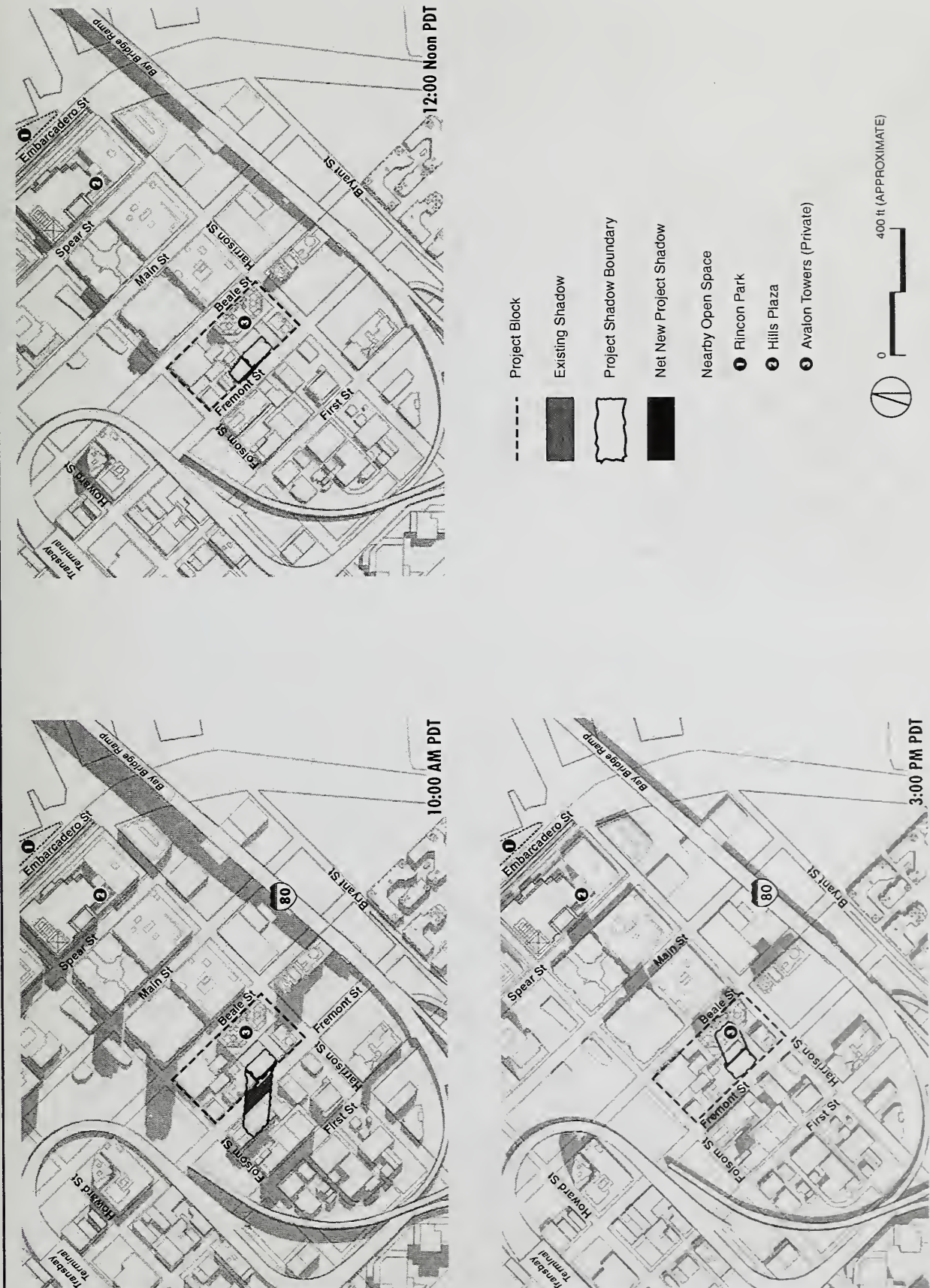
Source: CADP
10/11/04

Project Shadows—December 21 Figure 23

III. ENVIRONMENTAL SETTING AND IMPACTS
 E. Shadow



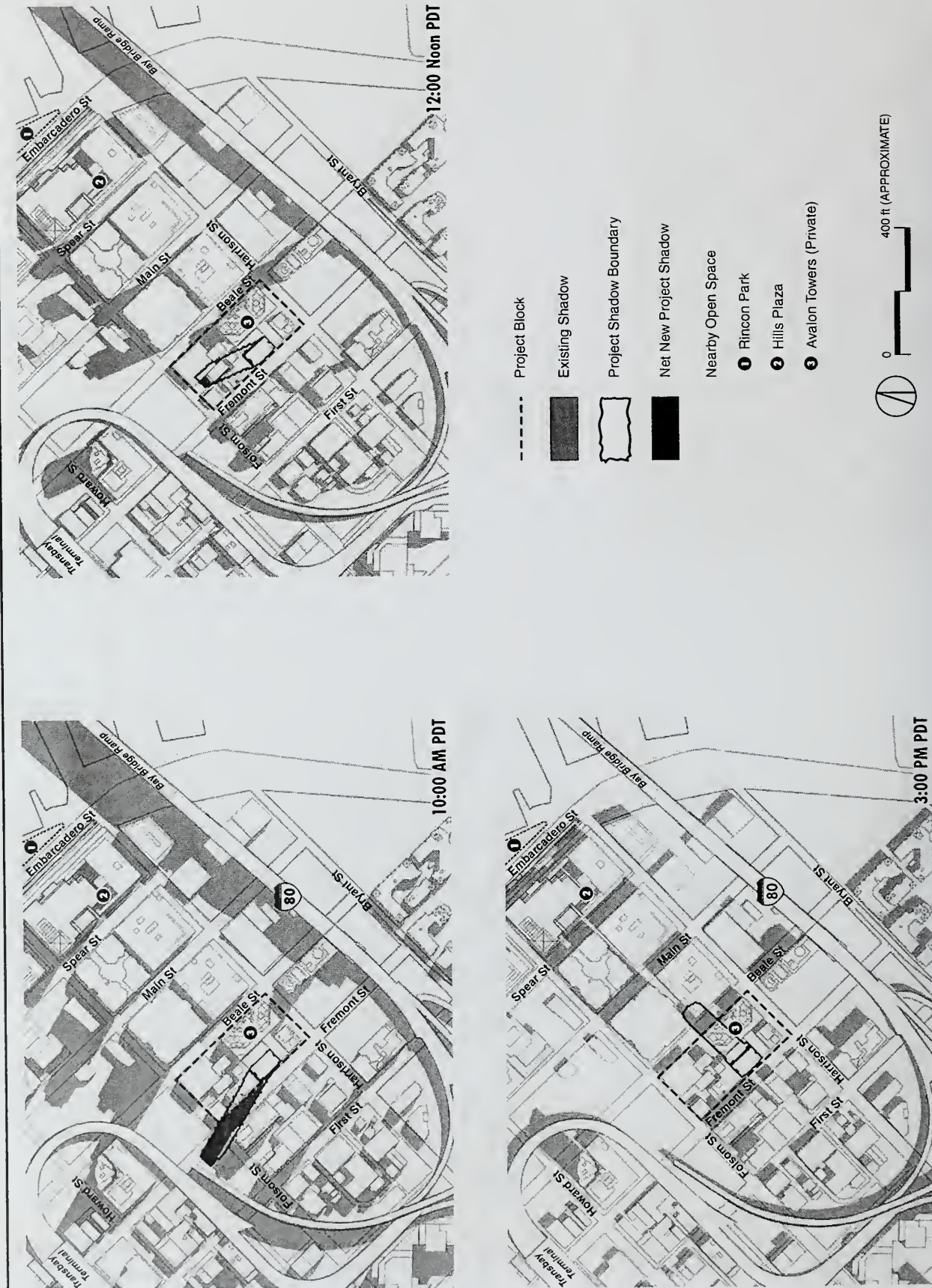
Project Shadows—March 21 Figure 24



Project Shadows—June 21 Figure 25

III. ENVIRONMENTAL SETTING AND IMPACTS

E. Shadow



Project Shadows—September 21 Figure 26

side of Folsom Street between Beale and Main Streets, and the block bounded by Folsom, Beale, Harrison, and Main Streets. At 3:00 p.m., due to the presence of existing buildings, the proposed project would not create any new shadow outside the project site.

March 21

At 10:00 a.m. on March 21, the proposed project would create net new shadow along the sidewalk and eastern portions of Fremont Street between Harrison Street and Folsom Streets, as well as shading a small portion of Folsom Street east of its intersection with Fremont Street (Figure 24, page 118). The project would also shade a small portion of the parking area at the northeast corner of Folsom and Fremont Streets. At noon, the proposed project would shade portions of the open space pathway and stairs on the north side of Avalon Towers. At 3:00 p.m., the proposed project would shade a small portion of Beale Street between Folsom and Harrison Streets. The existing building on the project site casts shadow on the open space at Avalon Towers, however the proposed project would not cast any net new shadow.³⁷

June 21

At 10:00 a.m. on June 21, the proposed project would create new shadow on a portion of Fremont Street between Folsom and Harrison Streets, including the sidewalks, and some of the buildings in the block west of the project site (Figure 25, page 119). At noon, the proposed project would shade a relatively small segment of sidewalk on the east side of Fremont Street between Harrison and Folsom Streets, as well as the building to the north of the project site. At 3:00 p.m., due to the presence of existing buildings, the proposed project would not create any new shadow outside the project site.

September 21

At 10:00 a.m. on September 21, the proposed project would create new shadow on approximately half of Fremont Street and its sidewalks between Harrison and Howard Streets, and small portions of the parking area north of Folsom Street on both sides of Fremont Street. As shown in Figure 26, page 120, the project would shade a small portion of Folsom Street west of Fremont Street, and small portions of the parking lot on the northwest corner of Folsom and Harrison Streets. At noon, the proposed project would shade small portions of the buildings in the project block (bounded by

³⁷ The computer analysis for the calculation of shadows only shows the shadows cast on ground level surfaces and not on podiums such as the Avalon Towers open space.

Folsom, Fremont, Harrison, and Beale Streets). At 3:00 p.m., due to the presence of existing buildings, the proposed project would not create any new shadow outside the project site.

Conclusion: Project Shadow

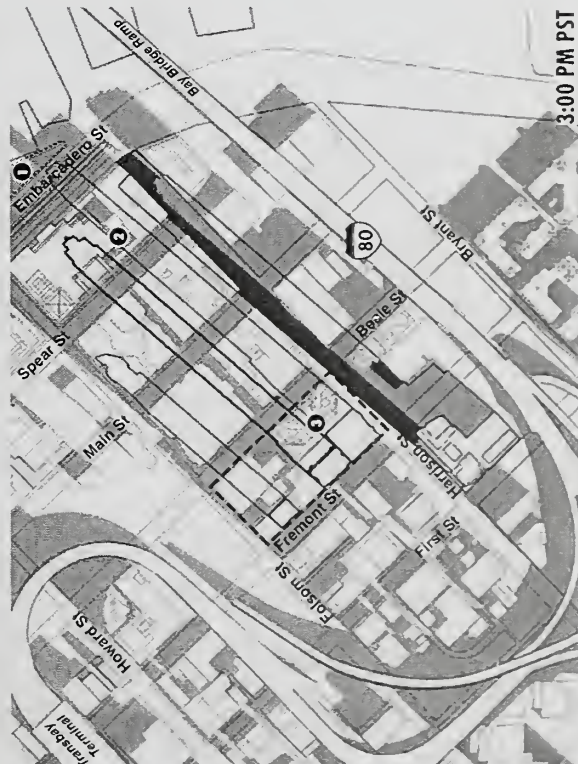
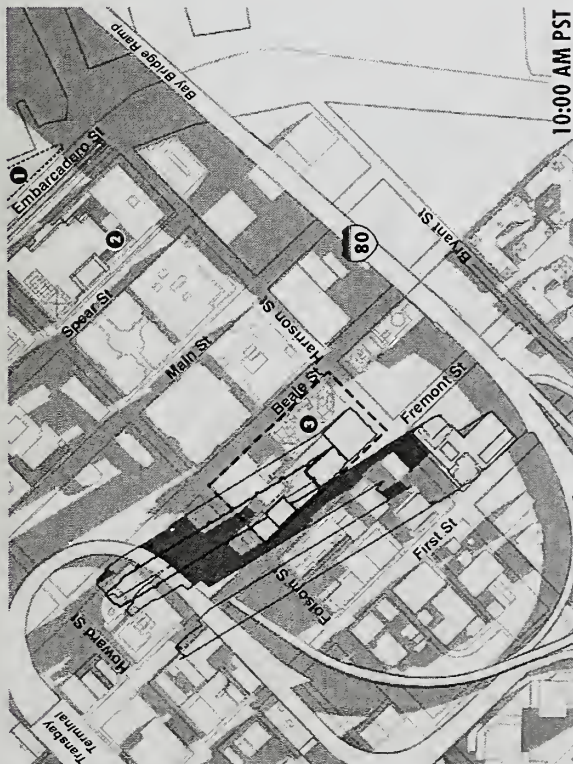
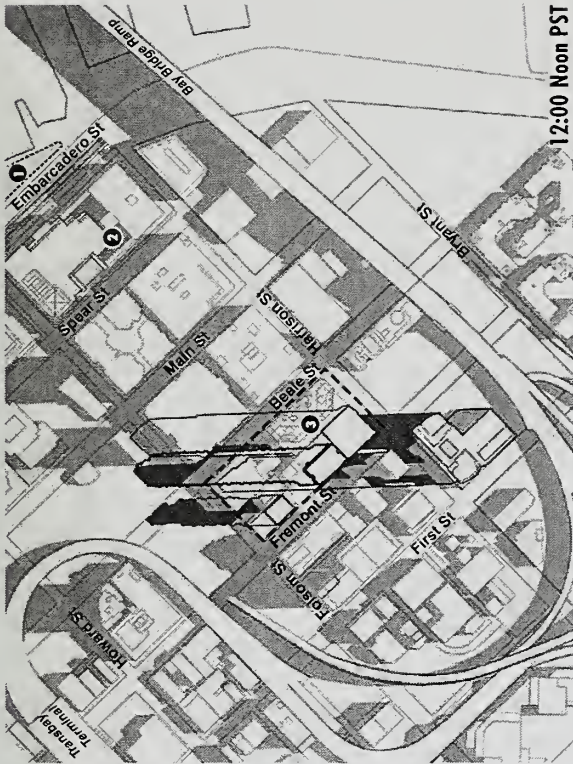
The project would cast the maximum net new shadow at 10:00 a.m. on December 21st and September 21st. The proposed project would not create net new shadow on any public open space subject to *Planning Code* Section 295, and would not have a significant shadow impact.

CUMULATIVE SHADOWS

As noted on page 62, there are several other high-rise projects proposed in the project area that are potentially large enough to create cumulative shadow impacts. The cumulative shadow analysis includes the shadows cast on open space, streets, and sidewalks in the project area by existing buildings, the proposed project, and three other high-rise cumulative projects: the proposed 250-foot-high residential development at 385-399 Fremont Street, the proposed 450-foot-high and 550-foot-high towers at One Rincon Hill, and the approved 200-foot-high residential development at 325 Fremont Street. Shadow patterns for the cumulative projects are shown for the same times of day and year as for the project shadow analysis. Figures 27 to 30, pages 123 through 126, are similar to the project shadow analysis: shadows created by existing buildings are shown in light grey; the maximum potential shadows for the four individual projects are outlined by heavy black lines; and within the outlines, the net new shadows are shown in dark grey. Three open space areas are identified: Rincon Park, Hills Plaza, and the private open space at Avalon Towers.

December 21

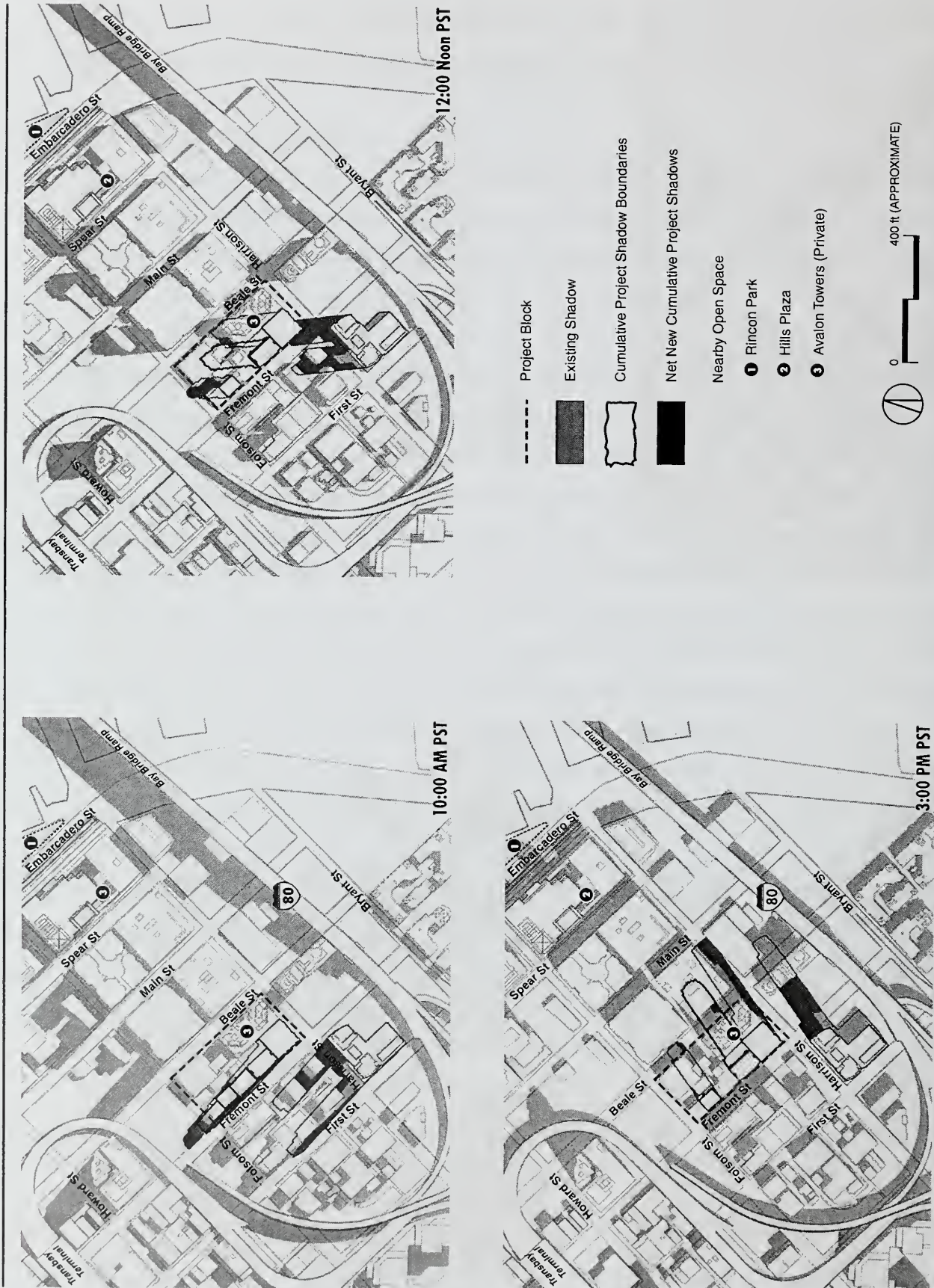
As shown in Figure 27, page 123, at 10:00 a.m. on December 21, the proposed project plus the three cumulative projects would create new shadow on the eastern portion of Harrison Street between First and Fremont Streets, most of Fremont Street between Harrison and Folsom Streets, and portions of Folsom Street between Fremont and Beale Streets. The projects would also shade most of the surface parking lot on the north side of Folsom Street between Fremont and Beale Streets, buildings and open space in the blocks bounded by Folsom, Fremont, Harrison, and First Streets and by Folsom, Fremont, Harrison, and Beale Streets, portions of the Transbay Terminal bus ramp between



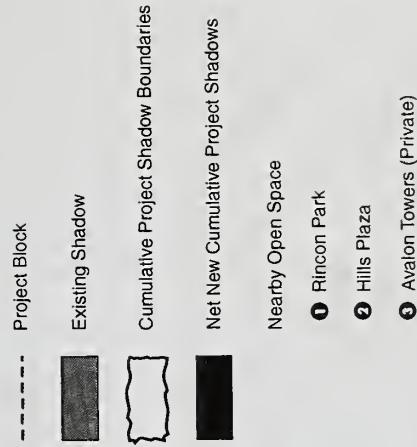
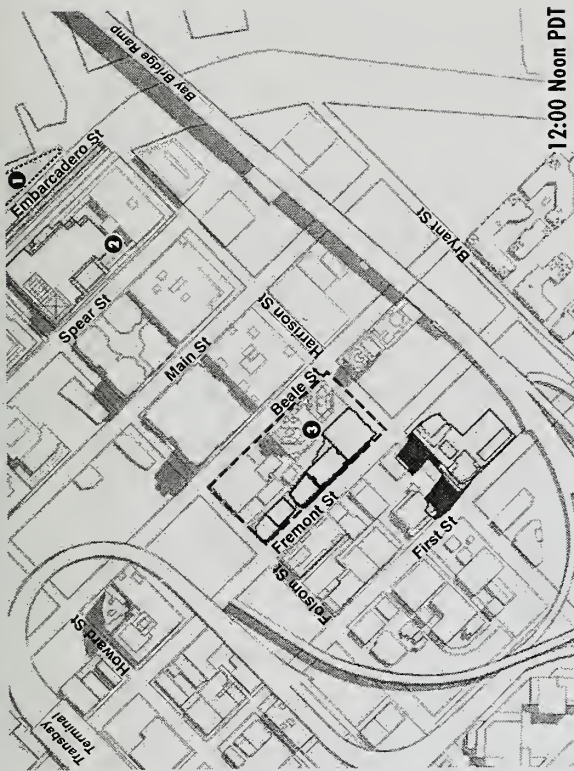
Cumulative Project Shadows—December 21 Figure 27

SOURCE: CADIP
10-11-04

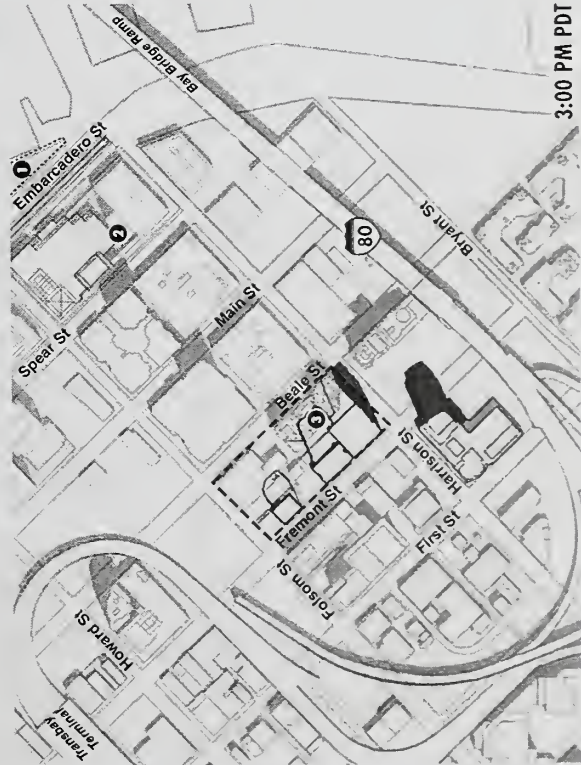
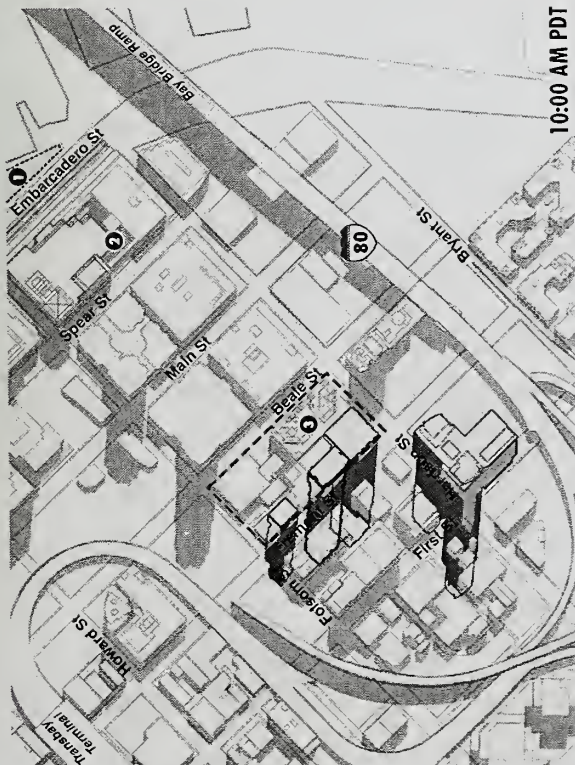
III. ENVIRONMENTAL SETTING AND IMPACTS
E. Shadow



Cumulative Project Shadows—March 21 Figure 28



Cumulative Project Shadows—June 21 Figure 29



Source: CADP

10/11/04

III. ENVIRONMENTAL SETTING AND IMPACTS
E. Shadow



Cumulative Project Shadows—September 21 Figure 30

First and Beale Streets, and buildings and small portions of Fremont and Beale Streets north of the bus ramp. There would be no net new shadow on the identified open spaces.

At noon, the proposed project plus the three cumulative projects would shade the intersection of Fremont and Harrison Streets, portions of Fremont and Harrison Streets near this intersection, small portions of Folsom Street to the east and west of Beale Street, and small portions of Beale Street north and south of Folsom Street. The projects would also shade small portions of the surface parking lots on the north side of Folsom Street between Fremont and Main Streets, as well as buildings in the project block and the southeast portion of the block bounded by Folsom, Fremont, Harrison, and First Streets. Due to the shadows cast by intervening buildings, there would be no net new shadow on the identified open spaces.

At 3:00 p.m., the proposed project plus the three cumulative projects would shade portions of Harrison Street between First Street and The Embarcadero and the adjacent portions of some of the buildings along this corridor, a small portion of the area bounded by Fremont, Harrison, Beale, and I-80, a very small area of Beale Street between Harrison and Folsom Streets, and a very small area of the block bounded by Harrison, Spear, and Folsom Streets and The Embarcadero. Due to the shadows cast by intervening buildings, there would be no net new shadow on the identified open spaces.

March 21

At 10:00 a.m. on March 21, the proposed project plus the three cumulative projects would create new shadow along the sidewalk and eastern portions of First Street between Harrison and Folsom Streets and Fremont Street between Harrison Street and Howard Street (Figure 28, page 124). The cumulative projects would also shade most of Harrison Street between Fremont and Beale Streets, buildings and open space in the project block and the block bounded by Folsom, Fremont, Harrison and First Streets, and the parking area north of Folsom Street between Fremont and Beale Streets. There would be no net new shadow on the identified public open spaces.

At noon, the proposed project plus the three cumulative projects would shade the intersection of Harrison and Fremont Streets, approximately half of Harrison Street between Fremont and First Streets, a small portion of Folsom Street between Fremont and Beale Streets, and buildings in the

III. ENVIRONMENTAL SETTING AND IMPACTS

E. Shadow

project block and the blocks bounded by Folsom, Fremont, Harrison, and First Streets and by Fremont, Harrison, First, and Bryant Streets. Due to the shadows cast by intervening buildings, there would be no net new shadow on the identified open spaces.

At 3:00 p.m., the proposed project plus the three cumulative projects would shade approximately half of Harrison Street between Beale and Main Streets, and small portions of Beale Street between Folsom and Harrison Streets and Fremont Street south of the intersection with Harrison Streets. The cumulative projects would also shade buildings in the project block, and portions of the block bounded by Fremont, Harrison, First, and Bryant Streets. There would be no net new shadow on any open space.

June 21

At 10:00 a.m. on June 21, the proposed project plus the three cumulative projects would create new shadow on most of Fremont Street between Folsom and Harrison Streets, including sidewalks on the west side of Fremont Street, a portion of the Fremont/Folsom Street intersection, a small portion of Folsom Street west of Fremont Street, a small portion of the parking area north of Folsom Street and west of Fremont Street, and some of the buildings in the block west of the project site (Figure 29, page 125). The cumulative projects would also shade approximately half of the street and sidewalk on Harrison Street between Fremont and Folsom Streets, smaller portions of First Street north and south of Harrison Streets, and a small area of Harrison Street west of First Street. The cumulative projects would also shade buildings on the north side of Harrison Street on both sides of First Street, as well as a small segment of Lansing Street. (Lansing Street is a one-way alley running west from Fremont Street, north of and parallel to Harrison Street.) Due to the shadows cast by intervening buildings, there would be no net new shadow on the identified open spaces.

At noon, the proposed project plus the three cumulative projects would shade approximately half of the sidewalk on the east side of Fremont Street between Harrison and Folsom Streets, small portions of Fremont Street, and portions of the buildings in the project block. The cumulative projects would also shade portions of Harrison Street and its sidewalks between Fremont and First Streets, and some of the buildings on the north side of Harrison Street between Fremont and First Streets. There would be no net new shadow on the identified open spaces.

At 3:00 p.m., the proposed project plus the three cumulative projects would shade portions of Harrison Street and its north sidewalk between Fremont and Beale Streets, buildings within the project block, and a segment of Fremont Street south of Harrison Street along with the adjacent sidewalks and parking area. Due to the shadows cast by intervening buildings, there would be no net new shadow on the identified open spaces.

September 21

At 10:00 a.m. on September 21, the proposed project plus the three cumulative projects would create new shadow on approximately half of Fremont Street and its sidewalks between Harrison and Howard Streets, and small portions of the parking area north of Folsom Street on both sides of Fremont Street. As shown in Figure 30, page 126, the cumulative projects would shade approximately half of Harrison Street between Fremont and First Streets, approximately half of First Street between Harrison and Folsom Streets, and small portions of Lansing Street and Guy Place. The cumulative projects would also shade some of the buildings in the project block and the blocks bounded by Harrison, Fremont, Folsom, and First Streets, and by Harrison, First, Folsom, and Second Streets. There would be no net new shadow on the identified open spaces.

At noon, the proposed project plus the three cumulative projects would shade a portion of Fremont Street between Harrison and Folsom Streets, a portion of the intersection of Harrison and Fremont Streets, more than half of Harrison Street between Fremont and First Streets, and a small portion of Folsom Street between Fremont and Beale Streets. The cumulative projects would also shade buildings in the project block and the block bounded by Folsom, Fremont, Harrison and First Streets, and a small portion of the parking area north of Folsom Street between Fremont and Beale Streets. Due to the shadows cast by intervening buildings, there would be no net new shadow on the identified open spaces.

At 3:00 p.m., the proposed project plus the three cumulative projects would shade Fremont Street south of Harrison Street, and a small portion of Harrison Street and approximately half of its southern sidewalk, between Beale and First Streets. The cumulative projects would also shade buildings in the project block and a portion of the parking area south of Harrison Street between Fremont and Beale Streets. Due to the shadows cast by intervening buildings, there would be no net new shadow on the identified open spaces.

Conclusion: Cumulative Shadows

The proposed project and the cumulative shadow of the 385-399 Fremont Street, 325 Fremont Street, and the One Rincon Hill projects would cast the maximum net new shadow at 10:00 a.m. on December 21st, particularly the One Rincon Hill project on the Harrison Street sidewalks. The projects would not, however, create net new shadow on any public open space subject to *Planning Code* Section 295. Due to the shadows cast by intervening buildings, there would be no net new shadow on the identified open spaces. The cumulative shadow impact of the four proposed projects would be less-than-significant.

The *Rincon Hill Plan Draft EIR* analyzed cumulative shadow impacts for the proposed three options (the preferred 115-foot Tower Separation Option; the 82.5-foot Minimum Tower Separation Option; and the 150-foot Tower Separation Option). While development pursuant to the proposed Rincon Hill Plan would add new shadows to the Plan area and beyond, the new shading caused by the options would not affect open spaces protected by Section 295 of the *Planning Code*, such as Justin Herman Plaza, South Park, or Union Square. Therefore, given the lack of effect on Proposition K spaces, and given that planned open spaces would still receive substantial sunlight and would, therefore, not be substantially affected by shading in an adverse manner so as to render the open spaces uninviting or unusable, shadow impacts associated with the proposed *Rincon Hill Plan* would be considered less-than-significant.

F. WIND³⁸

SETTING

U.S. Weather Bureau and Bay Area Air Quality Management District data show that westerly (from the west) to northwesterly winds, reflecting the persistence of sea breezes, are the most frequent wind directions in San Francisco.³⁹ Wind direction is most variable in the winter, when strong southerly winds, frequent during an approach of a winter storm, occur. Predictions of wind speed are based upon historic wind records from the U.S. Weather Bureau weather station atop the old Federal Building at 50 United Nations Plaza during the years 1945-1950.⁴⁰ Of the 16 primary wind directions measured at the weather station, four directions occur most frequently and account for most of the strongest winds: northwest, west-northwest, west, and west-southwest. Calm conditions occur about two percent of the time. Average wind speeds are highest during summer and lowest during winter. The strongest peak winds occur during winter, when speeds of up to 47 miles per hour (mph) have been recorded. Typically, the highest wind speeds occur during the mid-afternoon hours, and the lowest occur during early morning hours.

Development in the vicinity is characterized by low- and mid-rise buildings and scattered high-rise towers. In terms of wind conditions, the more important mid- and high-rise buildings in the area include the two residential towers at 333 First Street recently constructed along the east side of First Street between Folsom and Harrison Streets, the Sailors' Union of the Pacific Building generally to the west and northwest of the site, and the PG&E substation to the north of the project site at the southwest corner of Fremont and Folsom Streets. (See Figure 31 on page 133.)

³⁸ Information in this section comes from the *Potential Wind Conditions, Proposed 375 Fremont Street Development*, February 2003, prepared by Charles Bennett. This report is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File 2002.0449E.

³⁹ The discussion of wind directions in this report uses the actual points of the compass rather than applying the convention of calling northwest-to-southeast directions "north-south" and northeast-to-southwest directions "east-west" used elsewhere in this document.

⁴⁰ Although the information is over 50 years old, it represents the best available data on wind conditions in Downtown San Francisco and was the data source on which the San Francisco Wind Ordinance is based. Moreover, the U.S. Weather Bureau station was relocated away from the City Center and there is no other source of wind information available.

The general wind condition in the vicinity of the project site is moderate to windy; however, in the vicinity of the project site, winds are relatively lower than conditions typical of the South of Market area.

PLANNING CODE CRITERIA

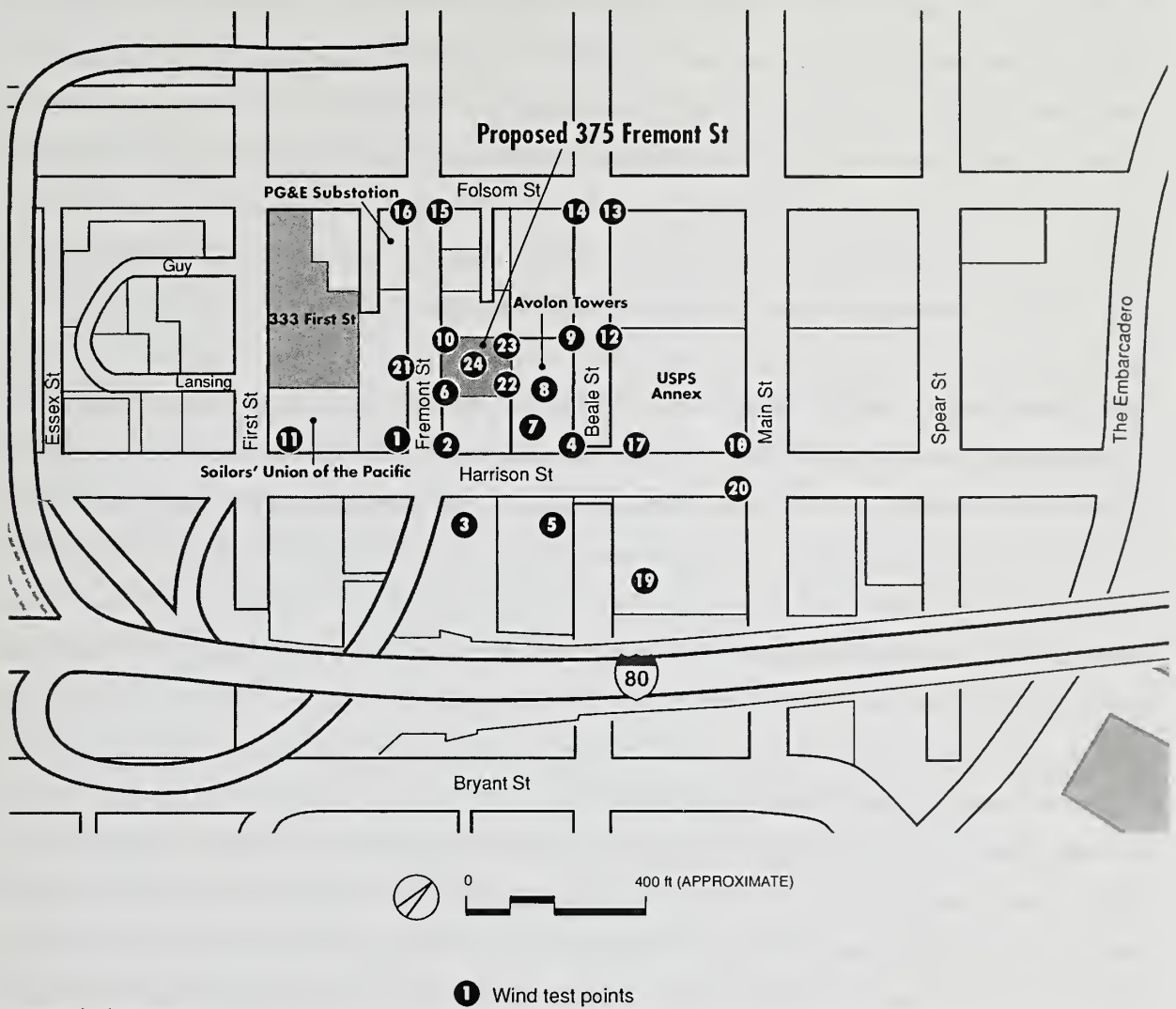
Background

Large buildings can redirect wind flows around buildings and divert winds downward to the street, resulting in increased wind speed and turbulence at ground level. Wind conditions affect pedestrian comfort on sidewalks and in other public and publicly accessible areas. The comfort of pedestrians varies under different conditions of sun exposure, temperature, clothing, and wind speed. Winds up to four miles per hour have no noticeable effect on pedestrians at ground level. With winds from four to eight miles per hour, wind is felt on the face. Winds from 8 to 18 miles per hour disturb hair, cause clothing to flap, and extend a light flag mounted on a pole. Winds from 19 to 26 miles per hour are felt on the body. With winds from 26 to 34 miles per hour, umbrellas are used with difficulty, hair is blown straight, walking steadily is difficult, and wind noise is unpleasant. Winds more than 34 miles per hour make it difficult to maintain one's balance, and gusts can blow a person over.

In order to provide a comfortable wind environment for people in San Francisco, the City has established wind hazard criteria and specific comfort criteria to be used in the evaluation of proposed buildings. The *Planning Code* specifically outlines these criteria for the Downtown Commercial (C-3) district and each of the Rincon Hill, Van Ness Avenue, and South of Market areas (*Planning Code* Sections 148, 249.1(a)(3), 243(c)(9), and 263.11(c)).

Wind Hazard Criterion

The project site is located in an area that is subject to *San Francisco Planning Code* Section 249.1(b)(3), Reduction of Ground-Level Wind Currents in the Rincon Hill Special Use district. The November 2003 *Rincon Hill Plan: Draft for Public Discussion* (March 2004 refinements and September 2004 supplement) indicates that the reduction of ground-level wind currents currently called for in Section 249.1(b)(3) of the *Planning Code* would be carried forward in the Rincon Hill Downtown Residential Mixed-use district.



Source: Chuck Bennett, ESA

7.21-04

Wind Test Point Locations Figure 31

In addition to comfort criteria described below, Section 249.1(b)(3) establishes a wind hazard criterion. Both the comfort criteria and the hazard criterion are based on pedestrian-level wind speeds that include the effects of gustiness and turbulence; these are referred to as “equivalent wind speeds.”⁴¹ The hazard criterion is set at a 26 mph equivalent wind speed for a single full hour, or approximately 0.0114 percent of the time, not to be exceeded more than once during the year.⁴² No building or addition would be permitted that would cause wind speeds to exceed the hazard level of more than one hour of any year, and no exception may be granted to this criterion.

The wind ordinance is defined in terms of an adjusted equivalent wind speed. The hazard criterion speed is stated in terms of a full-hour average speed, for which sufficient relevant data for comfort criteria are not available. The comfort criteria are based on the available meteorological data, which have shorter averaging periods, an element of one minute. To use the available data, it is convenient to restate the hazard speed and deal with all three criteria (7 mph seating comfort criteria, 11 mph standing/walking comfort criterion, and 26 mph hazard criterion) on the same basis. When adjusted, the hazard criterion wind speed becomes 36 mph.⁴³

Pedestrian and Seating Comfort Criterion

As noted above, Section 249.1(b)(3) of the *Planning Code* establishes an equivalent wind speed of 7 mph in public seating areas and 11 mph in areas of substantial pedestrian use, known as comfort criteria. New buildings and additions to buildings may not cause ground-level winds to exceed these levels more than 10 percent of the time.⁴⁴ According to the *Planning Code*, if existing winds exceed

⁴¹ Equivalent mean wind speed incorporates the effects of gustiness or turbulence on pedestrians and is defined as the mean wind speed multiplied by the quantity (one plus three times the turbulence intensity) divided by 1.45.

⁴² Because the hazard criterion is stated in terms of one hour of exceedance, it is most appropriate to report exceedances of this criterion in terms of the number of hours per year that the excess occurs, rather than the accompanying wind speeds. Thus, for each wind analysis, the number of locations and the total sum of the durations of exceedances of the hazard criterion are important measures of effect. This differs from the reporting of the comfort criteria (7 mph sitting and 11 mph standing), for which wind speeds exceeded 10 percent of the time are examined and presented, but data other than the number of locations are not detailed.

⁴³ This adjustment is explained in a technical paper, “Developing the San Francisco Wind Ordinance and Its Guidelines for Compliance,” Arens et al., 1986. This paper is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File 2002.0449E.

⁴⁴ Section 249.1(b)(3) of the *Planning Code* specifies the hours of 7:00 a.m. to 6:00 p.m. The available weather data cover the hours of 6:00 a.m. to 8:00 p.m. Thus, observation from two additional evening hours and one additional morning hour are included in these data. Because winds are generally stronger in the afternoon and

the comfort level or if a proposed building or addition may cause ambient speed to exceed the criteria, new buildings and additions must be designed to reduce ambient wind speeds to meet these requirements, unless certain requirements are met for an allowable exception as described in Section 249.1(b)(3). Compliance with the section would be considered as part of the project review process.

METHODOLOGY

In administering Section 249.1(b)(3), the Planning Department requires wind tunnel testing for tall buildings to determine design-specific impacts on wind hazard conditions and pedestrian comfort, and to provide a basis for design modifications to mitigate any significant impacts. Wind tunnel tests were conducted for the project site and vicinity under three scenarios: (1) the setting under existing conditions, (2) existing conditions plus the proposed project, and (3) cumulative development conditions plus the proposed project.

Using a wind tunnel and a scale model of the project site and surrounding area, wind speed measurements were taken at 24 test locations (see Figure 31, Wind Test Point Locations, page 133). Of these, 21 (points 1 through 21) are located on the sidewalks of Folsom, Beale, Harrison, and Fremont Streets surrounding the project block; upwind and downwind of the site on Harrison Street; or on the building platform of the Avalon Towers building, located at the northwest corner of Harrison and Beale Streets. Three additional test locations (points 22 through 24) are located on the platform of the proposed building. Wind speed measurements were taken at the 21 existing test locations for the existing setting scenario (points 1 through 21). Measurements were taken at all 24 test locations for the project and cumulative scenarios. For the purpose of identifying the applicable wind comfort criterion of the *Planning Code*, each of the 24 test locations were considered to be pedestrian, rather than sitting locations (i.e. no locations were identified as exclusively for seating). In accordance with the San Francisco wind ordinance methodology, the model was tested for four wind directions: northwest, west-northwest, west, and west-southwest.

Existing street trees are found along some of the sidewalks in the vicinity, but the wind-tunnel testing did not account for those existing street trees. Consequently, the existing wind speeds and the wind

evening than in the morning, this approximation is conservative – it is likely to overestimate the existing and projected wind speeds.

speed changes attributed to the project could differ somewhat from those reported below as the trees could provide a small buffer against the wind.

EXISTING CONDITIONS

Wind Hazard Conditions

Table 4 on page 137 indicates the existing hazardous wind conditions at the location points measured in the wind tunnel. The *Planning Code's* wind hazard criterion (adjusted) is not currently exceeded at any of the total 21 test locations (i.e., there are no locations at which the equivalent mean wind speed of 36 mph is exceeded more than one hour per year). The equivalent wind speeds range from 14 to 34 mph. The highest wind speeds in the vicinity (34 mph) occur in front of the Sailors' Union of the Pacific Building located at the northeast corner of Harrison and First Streets (point 11).

At the three test locations (points 6, 10, and 21) on Fremont Street near the project site, wind speeds are between 14 and 17 mph.

Wind speeds range from 14 mph to 24 mph at the nine locations (points 1 through 5, 11, 17, 18, and 20) along Harrison Street between Main and First Streets. The highest wind speed (point 11) is located in front of the Sailors' Union of the Pacific Building.

Winds at the four test locations (points 13 through 16) along Folsom Street range from 20 mph to 25 mph; the lowest speed, 20 mph, occurs at the southeast corner of Folsom Street and Fremont Street (point 15).

Wind speeds at the seven test locations (points 4, 5, 9, 12 through 14, and 17) along Beale Street between Folsom and Harrison Streets range from 17 to 24 mph. Speeds at the four points on the east side of Beale (points 12, 13, 17, and 19) range from 17 to 22 mph. At the four locations (points 4, 5, 9, and 14) on the west side of Beale Street, wind speeds range from 21 to 24 mph.

At the eight test locations (points 1 through 3, 6, 10, 15, 16, and 21) along Fremont Street between Folsom and Harrison Streets, wind speeds range from 14 to 25 mph.

Table 4
Wind Hazard Conditions

References		Measured Equivalent Wind Speed (mph)		
Location Number	Hazard Criterion Speed (mph)	Existing	Existing + Proposed Project	Project + Cumulative
1	36	21	22	24
2	36	19	27	30
3	36	16	21	25
4	36	24	28	26
5	36	22	24	24
6	36	15	17	22
7	36	26	29	25
8	36	18	16	14
9	36	21	24	20
10	36	14	16	20
11	36	34	35	35
12	36	17	19	20
13	36	22	23	16
14	36	22	23	24
15	36	20	20	18
16	36	25	25	24
17	36	21	22	21
18	36	17	18	19
19	36	21	22	21
20	36	14	14	16
21	36	17	22	23
22	36	NA	24	19
23	36	NA	21	16
24	36	NA	15	13

Source: Chuck Bennett, ESA, February 2003.

Note: NA = Not applicable. These test points are located on the proposed building and thus do not exist under existing conditions.

At the two test locations (points 7 and 8) on the building platform of the Avalon Towers building, wind speeds are 26 mph and 18 mph, respectively.

Pedestrian Comfort Conditions

The average wind speed for all 21 test points measured for the existing setting scenario is 9.3 mph, as shown in Table 5 on page 139. As noted, for the purpose of identifying the applicable wind comfort criteria of the *Planning Code*, all 24 test locations were considered to be pedestrian, rather than sitting locations as no locations were exclusively identified for seating. Wind speeds in pedestrian areas range from 5 to 20 mph. The highest wind speeds in the vicinity (20 mph) occur in front of the Sailors' Union of the Pacific Building located at the northeast corner of Harrison and First Streets (point 11). Seventeen of the 21 test points currently are at or below the *Planning Code*'s pedestrian comfort criterion value of 11 mph (exceedances are shown in bold in Table 5).

At the three test locations (points 6, 10, and 21) immediately surrounding the project site, wind speeds are between 6 and 7 mph. Wind speeds at all three of these locations are below the pedestrian comfort criterion.

Wind speeds range from 5 mph to 20 mph at the nine locations (points 1 through 5, 11, 17, 18, and 20) along Harrison Street between Main and First Streets. The highest wind speed (point 11) is located in front of the Sailors' Union of the Pacific Building. Winds at the other eight of these nine locations (points 1 through 5, 17, 18, and 20) are at or below the pedestrian comfort criterion.

Winds at the four test locations (points 13 through 16) along Folsom Street range from 9 mph to 15 mph; the lowest speed, 9 mph, occurs at the southeast corner of Folsom Street and Fremont Street (point 15). Only one of the four Folsom Street locations currently meets the pedestrian comfort criterion.

Wind speeds at the seven test locations (points 4, 5, 9, 12 through 14, and 17) along Beale Street between Folsom and Harrison Streets range from 7 to 12 mph. Speeds at the four points on the east side of Beale (points 12, 13, 17, and 19) range from 8 to 12 mph. At the four locations (points 4, 5, 9, and 14) on the west side of Beale Street, wind speeds range from 7 to 12 mph. Five (points 4, 5, 9, 12, and 17) of the Beale Street locations currently meet the pedestrian comfort criterion.

Table 5
Wind Comfort Conditions

References		Measured Equivalent Wind Speed (mph)		
Location Number	Comfort Criterion Speed (mph)	Existing	Existing + Proposed Project	Project + Cumulative
1	11	8	9	10
2	11	9	12	12
3	11	9	10	10
4	11	7	8	7
5	11	10	10	9
6	11	6	9	10
7	11	10	11	9
8	11	7	7	7
9	11	11	12	9
10	11	7	7	9
11	11	20	20	19
12	11	8	9	10
13	11	12	12	9
14	11	12	12	13
15	11	9	10	10
16	11	15	14	13
17	11	8	9	10
18	11	5	6	5
19	11	8	8	8
20	11	7	7	6
21	11	7	10	10
22	11	NA	9	8
23	11	NA	10	7
24	11	NA	7	7
Average	—	9.3	10	9.6

Source: Chuck Bennett, ESA, February 2003.

Notes: NA = Not applicable. These test points are located on the proposed building and thus do not exist under existing conditions.

Exceedances of the comfort criterion are shown in bold type.

At the eight test locations (points 1 through 3, 6, 10, 15, 16, and 21) along Fremont Street between Folsom and Harrison Streets, wind speeds range from 6 to 15 mph. Seven of the Fremont Street locations (points 1 through 3, 6, 10, 18, and 21) meet the pedestrian comfort criteria. The test point

located at the southwest corner of Folsom and Fremont Streets (point 16) has a wind speed of 15 mph and does not meet the pedestrian comfort criterion.

At the two test locations (points 7 and 8) on the building platform of the Avalon Towers building, wind speeds are 10 mph and 7 mph, respectively. Both of these locations currently meet the pedestrian comfort criterion.

At one location (point 19), mid-block between Harrison and Bryant Streets, the wind speed is 8 mph, which meets the pedestrian comfort criterion.

IMPACTS

SIGNIFICANCE CRITERIA

A project that would cause equivalent wind speeds to newly reach or exceed 36 mph for a single full hour of the year would be considered to have a significant impact. A project that would exceed the pedestrian comfort standards would not be considered to have a significant adverse impact. Wind speeds relative to the comfort criterion of 11 mph are discussed, however, for informational purposes.

EXISTING CONDITIONS PLUS THE PROPOSED PROJECT

The conditions tested in this scenario consisted of the existing buildings and structures in the project vicinity, plus a model of the proposed project in place of the existing building at the project site.

Hazard Conditions

Based on the results of the wind tunnel study, sidewalk conditions would be slightly more windy with the project. With the project, as compared to existing conditions, wind speeds would increase at 17 locations, remain unchanged at three locations, and decrease at one location. The highest wind speed in the vicinity would continue to be upwind of the project in front of the Sailors' Union of the Pacific Building (point 11 at 35 mph). The project would not add any wind hazard exceedances at any of the 24 test locations.

With the proposed project, the equivalent wind speeds (exceeding one hour per year) would range from 14 to 35 mph. The greatest change would occur at test location point 2 at the southeast corner

of Fremont and Harrison Streets (from an existing speed of 19 mph to 27 mph). The one point of improvement would be a reduction of two miles per hour at location point 8 on the building platform of the Avalon Towers building (from 18 mph to 16 mph).

The three test locations (points 6, 10, and 21) on Fremont Street near the project site, wind speeds increase from 15 to 17 mph (point 6), 14 to 16 mph (point 10) and from 17 to 22 (point 21).

The increase in wind speeds ranges from 1 mph to 8 mph at the nine locations (points 1 through 5, 11, 17, 18, and 20) along Harrison Street between Main and First Streets.

The area of least change in the wind speeds occurred at the four test locations (points 13 through 16) along Folsom Street where there was only a 1 mph increase at location points 13 and 14 (from 22 mph to 23 mph) and no increase at location points 15 and 16 (remaining at 20 and 25 mph, respectively).

Wind speeds increases at the seven test locations (points 4, 5, 9, 12 through 14, and 17) along Beale Street between Folsom and Harrison Streets range from 1 to 4 mph. Speeds at the four points on the east side of Beale (points 12, 13, 17, and 19) range from 19 to 23 mph. At the four locations (points 4, 5, 9, and 14) on the west side of Beale Street, wind speed increases range from 1 to 4 mph (from 22 to 23 mph at location point 14, and from 24 to 28 mph at location point 4).

At the eight test locations (points 1 through 3, 6, 10, 15, 16, and 21) along Fremont Street between Folsom and Harrison Streets, the wind speed increases range from no change (at location points 15 and 16) to 8 mph (at location point 2).

The wind speeds at the project plaza would range from 15 mph at location point 24 to 24 mph at location point 22.

Pedestrian Comfort Conditions

The average equivalent wind speed (exceeded ten percent of the time) for all 24 test points (including three points on the platform of the proposed building) would increase slightly from 9.3 to 10 mph. Wind speeds in pedestrian areas would range from 6 to 20 mph, as under existing conditions. The

project would not eliminate any existing pedestrian comfort criterion exceedances, and would add two new exceedances located at the northeast corner of Harrison and Fremont Streets (point 2) and at the northeast corner of the Avalon Towers site (point 9). Eighteen of the 24 points would meet the pedestrian comfort criterion of 11 mph.

With the project, as compared to existing conditions, wind speeds would increase at 13 locations, remain unchanged at 10 locations, and decrease at 1 location. Wind speeds of 14 mph or more would occur at two of the total 24 locations. The highest wind speed in the vicinity would continue to be 20 mph upwind of the project in front of the Sailors' Union of the Pacific building (location point 11).

At the three locations (points 6, 10, and 21) immediately surrounding the project, as well as the three locations (points 22 through 24) on the proposed project's building platform, wind speeds would range between 7 to 10 mph. Wind speeds at all six of these locations would meet the pedestrian comfort criterion. Wind speeds increased 3 mph at 2 locations (from 6 to 9 mph at point 6 and from 7 to 10 mph at point 21) and remained at 7 mph at point 10.

The wind speed range would increase (to 6 to 20 mph) at the nine locations (points 1 through 5, 11, 17, 18, and 20) along Harrison Street between Main and First Streets. Wind speed increases and decreases would occur at various locations. Across Fremont Street from the project site (point 21), wind speeds would increase by 3 mph to 10 mph. Seven of these nine locations (points 1, 3 through 5, 17, 18, and 20) would be at or below the pedestrian comfort criterion, one fewer than under existing conditions.

Winds at the four test locations (points 13 through 16) along Folsom Street would range from 10 to 14 mph. Changes in wind speeds would be minor. The lowest speed, 10 mph, would continue to occur on the southeast corner of Folsom Street and Fremont Street (point 15). One of the four Folsom Street locations (point 15) would be at or below the pedestrian comfort criterion.

Wind speeds at the seven test locations (points 4, 5, 9, 12 through 14, and 17) along Beale Street between Folsom and Harrison Streets would range from 8 mph to 12 mph. Wind speeds at the three points on the east side of Beale Street (points 12, 13, and 17) would change little and would range from 9 mph to 12 mph. Wind speeds at the four points on the west side of Beale Street (points 4, 5,

9, and 14) would also change little and would range from 8 mph to 12 mph. Four (points 4, 5, 12, and 17) of the Beale Street locations would meet the pedestrian comfort criterion.

With the project, wind speeds at the eight locations (points 1 through 3, 6, 10, 15, 16, and 21) along Fremont Street between Folsom and Harrison Streets would range from 7 to 14 mph. Wind speeds would not change or would change slightly at seven of the eight test locations. Wind speeds on the east side of Fremont adjacent to the project site (point 21) would increase by 3 mph to 10 mph. Six of the eight Fremont Street locations (points 1, 3, 6, 10, 15, and 21) would meet the pedestrian comfort criterion.

At the two test locations on the building platform of the Avalon Towers building (points 7 and 8) wind speeds would be 11 mph and 7 mph, respectively. Both Avalon Towers locations would meet the pedestrian comfort criterion.

At the one location (point 19), mid-block of Beale Street between Harrison and Bryant Streets, the wind speed would be less than the pedestrian comfort criterion. Winds at the First Street location (point 11) would be unaffected, remaining at 20 mph. At the two locations at the corner of Main and Harrison Streets (points 18 and 20), winds would change little.

The siting of a large structure is expected to change wind flows, speeding up the wind at some locations and slowing it elsewhere in the vicinity. Even a moderate-size structure constructed on this site can be expected to result in changes in the durations of criterion exceedances and changes in the locations at which those criterion exceedances occur. Experience indicates that for buildings in such windy areas, it is common for new buildings to eliminate some existing exceedances and create others. In practice, it is not always possible to mitigate such remaining exceedances (as required by the language of the *Planning Code*).

In the case of the proposed project, four pedestrian comfort criterion exceedances occur under the existing conditions. The project would add two pedestrian comfort criterion exceedances for a total of six pedestrian comfort exceedances. These two locations (points 2 and 9) would have minor wind speed increases (approximately 3 and 1 mph, respectively). Wind speeds at the corner of First and Harrison Streets (point 11) are 20 mph and would not be affected by the project. An increase of 3

mph, as large as any change in wind speed due to the project, would occur on the west side of Fremont Street across from the project site (point 21), resulting in wind speeds of 10 mph. This increase would not result in an undesirable condition because the increase in wind speed would not result in a pedestrian comfort criterion exceedance. Wind speed changes at other test locations would include slight increases and decreases that are not considered to be material.

Conclusion: Wind Analysis

The proposed project would not have a significant adverse wind impact. The project would not result in wind hazard exceedances at any of the 24 test locations.

The project would not eliminate any existing pedestrian comfort criterion exceedances, and would add two new exceedances. This would not be considered a significant impact. Given the existing windy conditions of the site and vicinity and the magnitude of changes in wind conditions that can reasonably be expected from the project, it may not be possible to design any structure that fully meets the goals of the project while reducing ambient wind speeds to meet Section 249.1(b)(3) comfort criteria at all locations in the vicinity of the site.

It should not be assumed that reducing the size or changing the design of the project would effectively reduce wind speed in the vicinity sufficiently to eliminate all of the existing or project-generated pedestrian comfort exceedances. Furthermore, given the existing wind conditions and combination of buildings in the area, it is not expected that the planting of large street trees on Fremont Street in front of the project site would provide sufficient wind speed reductions to eliminate the new or existing exceedances of the pedestrian comfort criterion in the site vicinity.

CUMULATIVE CONDITIONS

Project

Four residential high-rise projects either proposed or approved near the project site could have a cumulative effect on the pedestrian wind levels in the project area were tested in the wind tunnel. These projects include the recently approved buildings at 201 Folsom Street and 300 Spear Street, the approved building at 325 Fremont Street, and the proposed 333 Fremont building.

Rincon Hill Plan

Subsequent to the project's series of wind tests, a separate series of wind tests were conducted to assess the overall wind conditions for three distinct scenarios for cumulative development in the *Rincon Hill Plan* area.⁴⁵ The test series included a new test of the setting and tests of three cumulative scenarios that represent a wide range of possible development in the Rincon Hill area in the future. The three scenarios tested were: 1) the projects in the Planning Department's "pipeline" of projects under review;⁴⁶ 2) the preferred option for the *Rincon Hill Plan* (the 115-Foot Tower Separation); and, 3) the *Rincon Hill Plan* 82.5-Foot Tower Separation and current height and bulk limits. Most scenarios included massing models, rather than detailed designs. The results of the project cumulative and the cumulative *Rincon Hill Plan* series of tests are similar enough to provide a consistent view of the conditions that would result following foreseeable cumulative development of the Rincon Hill area.

Hazard Conditions

Project

Table 4 on page 137 also shows the hazardous wind conditions at the location points tested for the cumulative scenario. Compared to the proposed project, there would be an increase in wind speed at ten locations, a decrease in wind speed at nine locations and no change at two locations of the 21 points tested. The three test points on the proposed project plaza on the east side of the building would decrease in wind speed. There would continue to be no wind hazard exceedances at any of the 24 test locations. The highest wind speed in the vicinity would continue to be at point 11 (the Sailors' Union of the Pacific), where the wind speeds would be 35 mph, the same as for the proposed project.

With the four proposed projects, the equivalent wind speeds (exceeding one hour per year at the tested locations) would range from 14 to 35 mph. The greatest change compared to existing conditions would occur at test location point 2 at the southeast corner of Fremont and Harrison Streets (from an existing speed of 19 mph to 30 mph). The nine points where there would be a

⁴⁵ Charles Bennett, Technical Memorandum: Potential Wind Conditions, Proposed Rincon Hill Plan, September 12, 2004. This report is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File 2002.0449E.

⁴⁶ The three scenarios were current as of June 2004, when the cumulative test was conducted. Only scenario 1 included the proposed project.

III. ENVIRONMENTAL SETTING AND IMPACTS

F. Wind

decrease in wind speed range from 1 mph to 7 mph. Compared to the proposed project, the greatest reduction would be at location point 13 at the southeast corner of Folsom and Beale Streets (from 23 mph to 16 mph).

At the three test locations (points 6, 10, and 21) on Fremont Street near the 375 Fremont Street site, wind speeds increase from an existing 15 to 22 mph (point 6), an existing 14 to 20 mph (point 10), and from an existing 17 to 23 mph (point 21).

Compared to existing conditions, the increase in wind speeds ranges from 1 mph to 11 mph at the nine locations (points 1 through 5, 11, 17, 18, and 20) along Harrison Street between Main and First Streets.

Wind speed changes at the seven test locations (points 4, 5, 9, 12 through 14, and 17) along Beale Street between Folsom and Harrison Streets range from a decrease of 6 mph to an increase of 3 mph. Speeds at the four points on the east side of Beale Street (points 12, 13, 17, and 19) range from 16 to 21 mph. At the four locations (points 4, 5, 9, and 14) on the west side of Beale Street, wind speed changes range from a decrease of 1 mph to an increase of 2 mph (from 21 to 20 mph at location point 9, and from 24 to 26 mph at location point 4).

At the eight test locations (points 1 through 3, 6, 10, 15, 16, and 21) along Fremont Street between Folsom and Harrison Streets, the wind speed ranges from a decrease of 2 mph (at location point 15) and an increase to 11 mph (at location point 2).

The wind speeds at the project plaza would range from 13 mph at location point 24 to 23 mph at location point 21.

Rincon Hill Plan

All three scenarios would eliminate a separate 2-hour per year hazard criterion exceedance found at one location in the new existing setting test.⁴⁷ Under the Cumulative 1 scenario, one new 5-hour per

⁴⁷ There are differences between the actual setting scenarios for the two series of tests and wind speeds were measured at different location points on the models. Those differences and the variability inherent in wind testing account for what appear to be differences in results.

year wind hazard criterion exceedance would occur. Under the Cumulative 2 scenario, three hazard criterion exceedances totaling 5-hours per year would occur. Under the Cumulative 3 scenario, one new hazard criterion exceedance, with a duration of 1-hour per year, would occur. Thus, the Cumulative 3 scenario would have the smallest exceedance duration and would be the only scenario that would decrease the total existing hazard duration of 2-hour per year. Experience shows that cumulative development of an area usually slows the winds and improves wind conditions. The small range of variation indicates that wind hazard conditions in the Rincon Hill Plan area would not vary materially regardless of the wide range of cumulative development that could occur. It is likely that these exceedances could be mitigated by project-specific wind testing during Planning Department review of those projects.⁴⁸

Pedestrian Comfort Conditions

Project

Under the cumulative scenario, as compared to existing conditions, wind speeds would increase at five locations, remain unchanged at eight locations, and decrease at 11 locations.

Compared with the project scenario, average wind speed for all 24 test points under the cumulative scenario would decrease from 10 mph to 9.6 mph. Wind speeds in pedestrian areas would range from 5 to 19 mph. Wind speeds of 14 mph or more would occur at one of the 24 locations. The highest wind speed in the vicinity would continue to be in front of the Sailors' Union of the Pacific building (point 11), although it would decrease from 20 mph to 19 mph.

Twenty of the 24 test points would meet the *Planning Code's* pedestrian comfort criterion. The cumulative scenario would eliminate one project pedestrian comfort criterion exceedance and one existing exceedance.

At the three locations (points 6, 10, and 21) immediately surrounding the project, wind speeds would range between nine to ten mph. At the three locations (points 22 through 24) on the proposed project's building platform, wind speeds would be 8, 7, and 7 mph, respectively. Winds at all six of these locations would meet the pedestrian comfort criterion value.

⁴⁸ Chuck Bennett, *op cit*.

Wind speeds would change little at the eight locations (points 1 through 3, 6, 10, 15, 16, and 21) along Fremont Street between Folsom and Harrison Streets. Wind speeds would not change or would change slightly at all eight locations, and would range from 9 mph to 13 mph. Six of the eight Fremont Street locations (points 1, 3, 6, 10, 15, and 21) would meet the pedestrian comfort criterion.

Wind speeds would decrease by 1 mph at the Sailors' Union of the Pacific location (point 11) and the two Main Street locations (points 18 and 20).

Rincon Hill Plan.

Fourteen of the 26 existing points were at or less than the pedestrian-comfort criterion wind speed. The number of comfort criterion exceedances would increase under each of the three cumulative scenarios. Cumulative scenarios 1 and 3 would increase the number of exceedances by three, while the Cumulative 2 scenario would increase the number of exceedances by one. Compared to Cumulative development scenarios 1 and 3, the Cumulative 2 scenario would have small additional benefits for the wind comfort conditions, with a slightly lower average wind speed and fewest comfort criterion exceedances. However, Cumulative 2 would have a higher average wind speed and three more pedestrian-comfort criterion exceedances than the existing setting.

Considering these findings, it is concluded that the wind comfort conditions in the *Rincon Hill Plan* area would be similar over a wide range of high-rise cumulative development. Since comfort criterion exceedances usually are linked to the design of nearby high-rise buildings, it is expected that some of the exceedances linked to those buildings could be mitigated by project-specific wind testing during Planning Department review of those projects.

Conclusion: Cumulative Wind Analysis

Project

Under the cumulative scenario, the projects analyzed in the wind tunnel would not have any significant wind impacts. There would be no exceedances of the 36 mph hazardous wind conditions. There would be an increase in wind speed at ten locations, a decrease in wind speed at nine locations, and no change at two locations of the 21 points tested. Two locations would be at 30 and 35 mph.

There would be four locations exceeding the pedestrian comfort criterion of 11 mph, the same number under existing conditions. It may not be possible to design any structure that fully meets the goals of the project while reducing ambient wind speeds to meet Section 249.1(b)(3) comfort criteria at all locations.

Rincon Hill Plan.

All three of the cumulative development scenarios would have at least one hazard criterion exceedance. Hazard conditions in the *Rincon Hill Plan* area would not vary materially regardless of the wide range of cumulative development that could occur. It is likely that these exceedances could be mitigated by project-specific wind testing during Planning Department review of the component projects. The exceedances could not be considered to be an impact of the 375 Fremont Street Project.⁴⁹

The number of comfort criterion exceedances would increase under each of the three cumulative scenarios. This increase would be independent of the 375 Fremont Street project. The wind comfort conditions in the Rincon Hill Plan area would be similar over a wide range of high-rise cumulative development.⁵⁰

⁴⁹ *Ibid.*

⁵⁰ *Ibid.*

G. PUBLIC UTILITIES AND SERVICES

The Initial Study analyzed potential public utilities and services impacts by the proposed project and concluded that the project would not have any significant impacts. The discussion is included below for information purposes. The proposed project would increase demand for and use of public services, but not in excess of amounts expected and provided for in this area.

SETTING

SOLID WASTE

San Francisco's solid waste is disposed of at the Altamont Landfill. A substantial expansion of the landfill was approved in 1997 that will be able to accommodate San Francisco's solid waste stream well into the future.

SEWER AND WASTEWATER TREATMENT PLANT CAPACITY

The project site is served by San Francisco's combined sewer system, which handles both sewage and stormwater runoff. Wastewater treatment for the east side of the City is provided primarily by the Southeast Water Pollution Control Plant.

WATER SUPPLY FACILITIES

There is currently limited consumption of water on the site. Water is provided by the City of San Francisco Public Utilities Commission.

PUBLIC SERVICES

Police and Fire Protection

The project site presently receives police and fire protection services, and the project would create additional demand for fire and police services in the area. The nearest police station is located at the Hall of Justice at 850 Bryant Street. The nearest fire station, Engine 35, is located at Pier Twenty-Two and a Half on The Embarcadero at Harrison Street.

Schools and Recreation Facilities

The nearest elementary school is the Bessie Carmichael Elementary School at 55 Sherman Street, the nearest middle school is the Potrero Hill Middle School at 655 De Haro Street, and the closest

high school is Mission High School at 3750 18th Street. The San Francisco Unified School District is currently not a growth district and facilities throughout the City and County are generally underutilized. The District currently has more classrooms district-wide than it needs, and the surplus is predicted to increase over the next ten years as enrollment shrinks.⁵¹ No construction of schools is planned near the project site.

Power and Communications Facilities

San Francisco consumers have recently experienced rising energy costs and uncertainties regarding the supply of electricity. The root causes of these conditions are under investigation and are the subject of much debate. Part of the problem is thought to be that the State does not generate sufficient energy to meet its demand and must import energy from outside sources. Another part of the problem may be the lack of cost controls as a result of deregulation. The California Energy Commission (CEC) is currently considering applications for the development of new power-generating facilities in San Francisco, the Bay Area and elsewhere in the State. These facilities could supply additional energy to the power supply "grid" within the next few years. These efforts, together with conservation, will be part of the statewide effort to achieve energy sufficiency. The project would not be built and occupied until about 2006; therefore, additional generating facilities may have been completed by the time the project is in operation.

IMPACTS

SOLID WASTE

The solid waste associated with the project construction and operation would not substantially affect the projected life of the Altamont Landfill, and no associated impacts would occur.

SEWER AND WASTEWATER TREATMENT PLANT CAPACITY

No major new sewer construction would be needed to serve the proposed project. The project would meet any wastewater pre-treatment requirements of the San Francisco Public Utilities Commission, as required by the San Francisco Industrial Waste Ordinance.⁵² The project would have little effect

⁵¹ San Francisco Unified School District, *Facilities Master Plan*, 2003.

⁵² City and County of San Francisco, Ordinance No. 19-92, San Francisco Municipal Code (Public Works), Part II, Chapter X, Article 4.1 (amended), January 13, 1992.

on the total wastewater volume discharged through the combined sewer system, particularly since stormwater runoff contributes greatly to the total flow and the site is already paved (resulting in maximum stormwater flows). The project would not result in a substantial increase in demand for wastewater treatment, and thus it would not result in an associated significant impact.

WATER SUPPLY FACILITIES

The proposed project would generate an estimated demand for about 28,750 gallons of water per day.⁵³ The proposed project would incrementally increase the demand for water in San Francisco. The new construction would be designed to incorporate water-conserving measures, such as low-flush toilets and urinals, as required by the California State Building Code Section 402.0(c). The projected water consumption for the proposed project was assumed in the San Francisco Public Utilities Commission's *Urban Water Management Plan 2000* and an adequate water supply would be available for the project.⁵⁴

Because the project would not result in a substantial increase in water use, it would not result in a significant impact.

PUBLIC UTILITIES AND SERVICES

Police and Fire Protection

Although the project could increase the number of calls received from the area or the level of regulatory oversight that must be provided as a result of the increased concentration of activity on site, the increase in responsibilities would not likely be substantial in light of the existing demand for police protection services in the South of Market area. Although the project could increase the number of calls received from the area or the level of regulatory oversight that must be provided as a result of the increased concentration of activity on site, the increase in responsibilities would not likely be substantial in light of the existing demand for fire protection services in the Rincon Hill-

⁵³ Daniel Steiner, consulting engineer, *Estimated Water Use by 500 Dwellings*, February 26, 2002. The estimate of 115 gallons per day per household is consistent with water use assumption incorporated within the San Francisco Public Utility Commission's (SFPUC) Year 2000 Urban Water Management Plan (UWMP). 115 gallons x 250 units = 28,750 gallons per day.

⁵⁴ The SFPUC's UWMP update 2000 is based on the ABAG Year 2000 Projections, which include all known or expected development projects in San Francisco through the Year 2020.

Rincon Point area. Furthermore, the increase in demand would not require the construction of any new police or fire prevention facilities, and thus would not result in an associated significant impact.

Schools and Recreation Facilities

It is not anticipated that the residents of the project would have children of school age. An increase in students associated with the proposed project would not substantially change the demand for schools, as the San Francisco Unified School District is experiencing a decline in enrollment. The proposed project would be assessed at \$1.72 per gross square foot of residential space. These funds could be used to rehabilitate underutilized schools to accommodate the additional students generated by the project. The proposed building would contain a swimming pool and exercise room for residents, and thus would not substantially increase demand at recreational facilities in the area. The proposed project would not result in a significant demand for schools and recreational facilities, and would not have a significant impact.

Power and Communications Facilities

The proposed project would require typical utility connections and would tap into existing power and communications grids. Any relocation would be completed without interruption of service to adjacent properties. The project-generated demand for electricity would be small in the context of the overall demand within San Francisco and the State, and would not in and of itself require a major expansion of power facilities. No new power or communications facilities would be necessary as a result of project implementation, and thus the proposed project would not result in an associated significant physical environmental effect.⁵⁵

Conclusion: Public Utilities and Services

The proposed project would not have any significant environmental effect on public utilities and services.

⁵⁵ Mike Balmy, Sr., New Business Representative, PG&E San Francisco Service Planning Department, letter to Stu During, February 19, 2004. This letter is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File 2002.0449E.

CUMULATIVE CONDITIONS

As noted in Chapter III.C. Population and Housing, the proposed project's 350 new residents would contribute approximately 5.2 to 7.0 percent to the cumulative Rincon Hill growth of 5,000 to 6,700 new residents. The secondary population impacts from the proposed project and the new residents anticipated under the *Rincon Hill Plan* could have an affect on the capacity of the local schools, parks, public services, and utilities in the future. These impacts, however, would be expected to be less-than-significant.

The implementation of the *Rincon Hill Plan* options would generate increased year-round sanitary sewage flows to the combined sewer systems, but would not result in an increase in stormwater runoff. Based on compliance with existing and future regulations and coordination with ongoing planning efforts to provide long-term water quality protection of the Bay, water quality impacts associated with changes in combined sewer overflow discharges to the Bay would be considered less- than- significant impacts.⁵⁶

⁵⁶ *Rincon Hill Plan Draft EIR, op cit*, page 220.

H. HISTORICAL RESOURCES SETTING

ARCHEOLOGICAL RESOURCES ⁵⁷

An archeological resource evaluation has been prepared for the proposed project. The *Archaeological Cultural Resources Evaluation of the Proposed 375 Fremont Street Project* (Archeo-Tec, June 2003) addresses the potential for archeological resources to be present within the project site. In its natural state, the project site was situated on the slope of Rincon Hill. The vegetation at the site was probably similar to that of most of the northern San Francisco peninsula -- mainly grasses, scrub brush, and occasional stands of oak trees or willows. Elevations of the site ranged between approximately 40 and 50 feet above mean sea level. The original shoreline of San Francisco Bay was located on three sides of the project site: the tip of Rincon Point was located about one-third mile to the east and the bay shoreline was located to the north and south of the project site, at distances ranging between 240 to 325 feet.

The project site is situated in what was, prior to the arrival of the first Europeans, the northwestern portion of the territory occupied by the Costanoan people, a Native American group also referred to in anthropological literature as the Ohlone. The marshes of Mission Bay, the shoreline of Yerba Buena Cove, and several sources of fresh water were located near the project site. Previous research has shown that such environments may have represented favorable sites for a Native American settlement. Several deeply buried, previously unrecorded prehistoric sites have been recently discovered in the South of Market area, one within two blocks of the project site. These deeply buried sites remained intact despite the topographical alteration that has taken place since the 1850s. An assessment of the characteristics of these archeological sites and their proximity to the shoreline of Yerba Buena Cove and the marshes bordering Mission Bay suggests that similar prehistoric/protohistoric (up to 1775 A.D.) archeological deposits may exist within or adjacent to the proposed project site. The present project area is therefore a zone of potential prehistoric archeological sensitivity.

⁵⁷ Shortly after the Initial Study was published, the Planning Department revised the discussion of archeological resources and the respective mitigation measure. The discussion and mitigation measure are included in the DEIR for informational purposes as the project's potential impacts on subsurface cultural resources would be reduced to a level of insignificance.

It is unlikely that there was any regular activity on the project site or its immediate vicinity during the Spanish, Mexican or Early American periods (1776-1848). The Mission Dolores and the Presidio, the principal centers of activity, were located a considerable distance from the site, and the gradual growth of the settlement of Yerba Buena (later renamed San Francisco) did not encroach upon the project site. Throughout the entirety of the Early Historic Period, the project area remained in a completely natural state.

The first settlement and development of the South of Market area in which the project site is located began during the Gold Rush era (1849-1857). After serving as a jumping-off point for prospectors waiting to travel to the Sierra gold fields, the area was initially developed with dozens of iron foundries and heavy machinery manufacturers. The project site is on the southern periphery of the Happy Valley and Pleasant Valley neighborhoods that developed during this period. The land on Fremont Street near the project site had been purchased and subdivided as early as February 1849. Subsurface cultural resources from the California Gold Rush era may be discovered within the borders of the project site as by mid-1851 the property was developed and occupied.

During the later 19th Century Period (1858-1906), the topography in the South of Market area was drastically altered, with all of the region's great sand hills systematically reduced over a period of about 20 years. The material excavated from the hillsides was used to fill in the waters of Yerba Buena Cove and Mission Bay, extending the City's shoreline eastward by up to 1,000 feet. The alteration of topography included the infamous Rincon Hill Second Street cut of 1869 which changed the economic character of the South of Market area. Houses were destroyed and the value of the land declined.

Numerous foundries and iron-working enterprises were in operation in relatively close proximity to the 375 Fremont Street project site. By the close of the 1860s, the project site and the surrounding area had been completely graded and developed, although relatively minimal topographic modification occurred when the project site was brought into conformity with City base requirements. A layer of fill, probably ranging between eight to ten feet in thickness, was placed within the project site during that period. In the 1870s, the surrounding neighborhood contained a mix of industrial/commercial enterprises as well as residences. During the final three decades of the 19th century, multi-story working class residential buildings occupied the proposed 375 Fremont

Street site. Archival sources suggest that potential archeological deposits may be present within the project site associated largely with Irish households and with working class and petite bourgeois households such as barer, tradesman, grocer, blacksmith, teamster, etc.

There is a potential for encountering prehistoric/protohistoric archeological resources at the site perhaps even at significant depths. There is little likelihood of recovering cultural resources from the Spanish, Mexican or Early American periods (1775-1848). However, there is reasonable possibility that subsurface cultural resources of significance associated with the prehistoric, Gold Rush and Late 19th Century periods may exist within the confines of the project site.

HISTORIC ARCHITECTURE

This section includes information on the history, architecture, and significance of the existing building on the project site, the Hjul Building, 355-375 Fremont Street, constructed in 1929.⁵⁸

Following the catastrophic earthquake and fire of 1906, Rincon Hill was slow to rebuild. The only people who made their homes in Rincon Hill immediately after the earthquake were workers and seamen. Although the lower reaches of Rincon Hill, particularly along Second, Fremont, and Beale Streets (between Folsom and Harrison) were gradually rebuilt with machine shops, union halls, and warehouses, the crest of Rincon Hill was taken over by squatters who built small shacks made of scrap lumber and corrugated iron. These shacks were eventually torn down in the early 1930s for the construction of the San Francisco–Oakland Bay Bridge, completed in 1936.

Rincon Hill became an important regional distributing center. Many wholesalers and "warehousers" took advantage of its location that was close to the port, the rail network, and the central district of the Bay Region's largest city and next to a bridge connection with the growing East Bay area. After World War II, shipping modes went from rail to truck, and Rincon Hill diminished in importance as a distribution center.

⁵⁸ Information for this section is primarily from the *Historic Resource Evaluation Report, The Hjul Building, 355 Fremont Street*, January 2004, prepared by McGrew/Architecture, Historic Architecture Consultants. This report is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File 2002.0449E.

The State of California has identified Rincon Hill as Historic Landmark No. 84 and placed a plaque at the northeast corner of Rincon Alley and Bryant Street, within the loop formed by the Fremont Street off-ramp. As a state historical landmark, Rincon Hill is not necessarily a historical resource under the California Environmental Quality Act. Only landmarks numbered from 770 onward are automatically included in the California Register (Public Resources Code 5024.1(d)(2)).

Currently, the east and west sides of the project block on Fremont Street between Folsom and Harrison Streets contains nine buildings and three vacant parcels. Construction dates for the buildings span the years 1906 to 1979. Stylistically the buildings include three from the post-quake Reconstruction Period (1906-1920), five from the Loss of Dominance Period (1920-1945), and four that are less than 50 years of age, including the Brutalist styled PG&E substation (410 Folsom) of 1979. There is no definable physical or stylistic continuity to the project vicinity owing to the diversity of sizes, styles, and periods of the buildings.

THE EXISTING 355-375 FREMONT STREET BUILDING

The Hjul Building was constructed in 1929, and is the second post-1906 building to occupy the site. It is associated with the period of San Francisco history known as the City's Loss of Dominance Period, when Los Angeles assumed the role of the state's most powerful metropolitan area. The 355-375 Fremont Street building was a generic loft building designed to house non-specific light industrial uses. James H. Hjul was the building's owner, developer, designer, contractor, and engineer who retained title to the building until his death in 1958. Its first known tenants were a bindery and knitting mill, and later tenants included a garment factory and a print shop. No other early tenant has been identified.

A preliminary chain of title/tenancy includes: James H. Hjul (1928-1958); Unknown (1958-1967); Albert Anderson (1967-86); Andrew McLaughlin (1986-94); Brownbrew, LLC (1998-present); Tenants: Benj Frinklin Knitting Factory (1950s), Ben Chesapeake Shoes (1960s), Design Partnership (1980s and 1990s). None of these names are noted for any particular historic significance. The Foundation for San Francisco's Architectural Heritage files appear to attach some importance to the building's engineer James Hjul, but no substantiation is made for this finding.

The Hjul Building is a flat-roofed, two-story, concrete frame structure over a basement on a slightly sloping site (Figure 32 on page 160). The building's exterior character is typically industrial, a concrete frame structure with industrial sash glazing and minimal architectural detailing. It essentially fills its square site, although it is set back a few feet from the north, south, and east property lines, thus allowing views of all four facades. The two side setbacks do not extend to the rear of the building, resulting in a T-shaped footprint. Due to the slope, the basement at the north end of the Fremont Street façade emerges above grade, resulting in a 2½-story façade. The front façade is divided into six equal bays separated by slim concrete columns with faceted capitals at each floor level. The end bays are slightly articulated and capped with a triangular parapet that resembles a gabled end (Figure 32). Glazing for the upper level is industrial sash. Within each bay, the industrial sash is sub-divided into three panels; each panel is six panes high. The triangular gable motif is repeated on the perpendicular bays at each end of the building. On the first full floor, the two center bays appear to have been substantially altered and are architecturally incompatible with the remainder of the building. A new entrance (355-375 Fremont) was constructed in the two center bays that replaced the building's two original entrances. Altered in 2001, this second new entrance features an asymmetrically placed door, an over-sized spandrel, and multi-paned aluminum glazing. The second floor façade appears to not have been altered. The two original entrances were detailed to match motifs found elsewhere on the façade. Pointed arch motifs in bas-relief along the upper spandrel form the building's only applied decoration. In addition to the changes to the building's principal façade, the building's vast, loft-like interior has been sub-divided into smaller rooms with its conversion to office space around 1988. Today, the interiors are essentially gypsum board cubicles illuminated with fluorescent lighting; ceilings are suspended acoustic tile, and floors are carpeted. The only visible surviving element of the original interior is the industrial sash fenestration.

POLICY AND REGULATORY FRAMEWORK

The evaluation of properties for potential impacts to "historical resources" under the California Environmental Quality Act (CEQA) is a two-step process; the first step is to determine whether the property is an "historical resource" as defined in Section 15064.5(a)(3) of CEQA, and if it is an "historical resource," the second is to evaluate whether the action or project proposed by the sponsor would cause a "substantial adverse change" to the "historical resource."



Source: Square One Productions

2-26-04

Architectural Detail of 355–375 Fremont Street Figure 32

In order to make the determination that a property may be a historical resource, the San Francisco Planning Department has organized some twenty-seven ratings systems into three major categories that classify properties based on their evaluation and inclusion in specified registers or surveys (Category A is divided into two subcategories):

- *Category A.1 - Historical Resources.* Properties formally listed on or determined to be eligible for listing on the California Register of Historical Resources (California Register).⁵⁹ These properties are historical resources.
- *Category A.2 - Adopted Local Registers, and Properties That Have Been Determined to Appear or May Become Eligible, for the California Register.* These resources are presumed to be historical resources for purposes of CEQA unless a preponderance of the evidence demonstrates that the resource is not historically or culturally significant.
- *Category B - Properties Requiring Further Consultation and Review.* Properties that do not meet the criteria for listing Categories A.1 or A.2, but for which the City has information indicating that further consultation and review will be required for evaluation whether a property is a historical resource for the purposes of CEQA.
- *Category C - Properties Determined Not To Be Historical Resources or Properties For Which The City Has No Information Indicating that the Property is a Historical Resource.* Properties which have been affirmatively determined not be historical resources, properties less than 50 years of age, and properties for which the City has no information indicating that the property qualifies as a historical resource.

Category B references eight registries/surveys that contain buildings that could be considered historic resources.⁶⁰ The Hjul Building, 355-375 Fremont Street, was surveyed in four of the eight Category B surveys: (1) the 1976 *Architectural Survey (properties 50 years old or more)*, (2) surveys conducted by the Foundation for San Francisco's Architectural Heritage (SF Heritage) of the Downtown (*properties 50 years old or more*), (3) the *General Plan*-referenced buildings, and (4) Informational Surveys.

⁵⁹ The California Register of Historical Resources is a list of significant architectural and historical resources in California. In essence, the criteria used by the California Register are the same as those used by the National Register of Historic Places although some modifications have been made for resources significant within California. Resources that are formally listed in or determined to be eligible for the National Register are automatically listed in the California Register.

⁶⁰ Category B is formerly Category C. The City procedures were revised and the Categories were shifted.

1976 Citywide Survey

Between 1974 and 1976 the San Francisco Planning Department conducted a citywide inventory of architecturally significance buildings. An advisory review committee of architects and architectural historians assisted in the final determination of ratings for the 10,000 buildings, which became an unpublished 60-volume inventory. Both contemporary and older buildings were surveyed, but historical associations were not considered. Typically, each building was numerically rated from a low level of importance of "-2" to a high rating of "5". The inventory assessed architectural significance, which included design features, the urban design context, and overall environmental significance. When completed, the 1976 Architectural Survey was believed to represent the top 10 percent of the City's architecturally significant buildings.⁶¹ The *Architectural Survey* has come under increasing scrutiny due to the fact that it has not been updated for 27 years and that it did not evaluate historical significance. It has not been officially recognized as a local register of historic resources, and its flawed methodology has precluded its adoption by the San Francisco Planning Commission.

The 355-375 Fremont Street building was given a summary rating of "1" in this survey. Examination of the building's rating sheet indicates that its most important sub-rating of "3" was for its importance to a cluster or streetscape; i.e., its contextual value. Sub-ratings of "0" were given for "Example of a rare or unusual style" and "Unique visual feature of interest." Averaging of the five architectural sub-ratings results in a cumulative architectural rating between 0 and 1. These ratings signify the building's value to be of contextual rather than individual significance, a finding substantiated by the Planning Department's *Rincon Hill Plan Final EIR*, 82.39E, certified July 18, 1985.

In the 27 years since this survey was completed, the neighborhood context of 355-375 Fremont has undergone considerable change, culminating with the construction of the PG&E substation at the southwest corner of Folsom and Fremont Street, which dominates the block. Subsequently, the demolition of a portion of the Embarcadero Freeway opened up the area for new development.

⁶¹ Planning Department, *San Francisco Preservation Bulletin No. 11: Historic Resource Surveys*, page 3. This survey was compiled by the San Francisco Planning Department, the result of a two-year survey funded by a Comprehensive Employment Training Act grant that inventoried the City's approximately 146,000 structures, and rated them for visual or architectural appeal.

The Foundation for San Francisco's Architectural Heritage (SF Heritage)

SF Heritage is the City's oldest not-for-profit organization dedicated to increasing awareness and preservation of San Francisco's unique architectural heritage. SF Heritage has completed several large-scale, intensive surveys throughout the City, the most important of which was the 1978 Downtown Survey. This survey, published in book form as *Splendid Survivors* in 1978, forms the basis of San Francisco's *Downtown Plan*. SF Heritage ratings, which range from D (minor or no importance) to A (highest importance) were converted into Categories V through I and incorporated into Article 11 of the *San Francisco Planning Code*. During the 1980s, the Downtown Survey was expanded to include peripheral areas such as the South of Market area.

The Hjul Building has been individually rated "C-Contextual Importance" by SF Heritage. These are buildings "which are distinguished by their scale, materials, compositional treatment, cornice, and other features. They provide a setting for more important buildings and they add visual richness and character to the area. Many C-group buildings may be eligible for the National Register as part of eligible historic districts." However, rated buildings in SF Heritage Surveys are not automatically considered historic resources under CEQA. In the 1985 evaluation of the 355-375 Fremont building for SF Heritage, Michael Corbett is listed as the evaluator, and the reviewers included Randolph Delehanty, Sally B. Woodbridge, and Jeremy Kotas. Delehanty commented that the building was a "Very Fine Example of 1920s Industrial Design."⁶² Four levels of ratings (Excellent, Very Good, Good, and Fair/Poor) are used in SF Heritage's evaluation system. The building received no ratings of "Excellent"; its highest ratings were "Very Good" in the categories of Age, Integrity, and Architect (Engineer). All of the other ratings including historical associations and architecture fall in the "Good" and "Fair/Poor" categories.

The San Francisco General Plan

The Hjul Building at 355-375 Fremont Street was surveyed by the Planning Department as part of the *San Francisco General Plan*, as referenced in the Planning Department *Rincon Hill Plan Final EIR*, 82.39E certified July 18, 1985. The *General Plan's* Rincon Hill Element includes eight buildings rated "Significant" and marked with an asterisk, indicating that their preservation is

⁶² "Industrial Design" means features of shape, configuration, pattern or ornament and any combination of those features that, in a finished article, appeal to and are judged solely by the eye. This is not a term commonly used to describe architecture.

encouraged. Under this plan, 355-375 Fremont Street was rated "Contextual" rather than "Significant" and did not receive an asterisk.

Informational Surveys

Over the years, the Planning Department and other groups interested in historic preservation have conducted a number of surveys (studies and/or inventories). Two of these informational studies, in the form of Section 106 documents certified by the State Office of Historic Preservation include 355-375 Fremont Street within their boundaries. The first was the *Historic Architectural Survey Report for Alternatives to the Replacement of the Embarcadero Freeway and Terminal Separator Structure*, McGrew/Architecture, January 20, 1995.⁶³ The second is the *CalTrain San Francisco Downtown Extension Project, Historic Property Survey Report*, Dames and Moore (with architectural historian Michael Corbett and historian William Kostura), June 1996.⁶⁴ Each of these surveys finds the Hjul Building at 355-375 Fremont Street to be ineligible for listing on the California Register and the National Register of Historic Places (National Register).

EVALUATION OF THE HJUL BUILDING AT 355-375 FREMONT STREET

CEQA allows the City and County of San Francisco, as the lead agency, to make a determination that a property is historically significant, if the resource meets the criteria for listing on the California Register (CEQA Section 21084.1 and CEQA Guidelines 15064.5).

The California Register criteria are used to evaluate the quality of significance in California history, architecture, archeology, engineering, and culture that may be present in districts, sites, buildings, structures, and objects. If the evaluation indicates that a resource is present, it must then be examined to determine if it possess integrity of location, design, setting, materials, workmanship, feeling, and association. The four criteria are defined as follows:

⁶³ *Historic Architectural Survey Report for Alternatives to the Replacement of the Embarcadero Freeway and Terminal Separator Structure*, McGrew/Architecture, January 20, 1995. This report is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File 2002.0449E.

⁶⁴ *CalTrain San Francisco Downtown Extension Project, Historic Property Survey Report*, Dames and Moore, June 1996. This report is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File 2002.0449E.

- Criterion 1 (Event): Buildings that are associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States;
- Criterion 2 (Person): Buildings that are associated with the lives of persons important to local, California, or national history;
- Criterion 3 (Architecture): Buildings that embody the distinctive characteristics of a type, period, region, or method of construction, or represents the work of a master, or possesses high artistic values;
- Criterion 4 (Information Potential): Buildings or sites that have yielded or have the potential to yield information important to the prehistory or history of the local area, California or the nation.

A building must also have integrity to be eligible for the California Register. Specifically, historical resources must meet one of the criteria of significance described above and retain enough of their historic character or appearance to be recognizable as historical resources and to convey the reason for their significance.

Criteria 1 & 2 (Association with Events/Patterns or Persons): A review of the history of the events and persons associated with this building has discovered no specific events or persons of significance that would qualify 355-375 Fremont Street as a historic resource under these criteria.

Criterion 3 (Association with Design/Construction): Based upon the following, the historic architectural consultant believes that the building does not appear to be eligible under Criterion 3, for the following reasons:

- This 1929 concrete frame generic loft structure is an unprepossessing industrial building with little in the way of architectural refinement as would be typical for such a structure. It is not unusual or influential for its type, period, or method of construction.
- The building does not possess architectural features that are particularly unique or significant in the development of the community, state, or nation.
- The building cannot be said to possess "high artistic value." Under the four levels of ratings (Excellent, Very Good, Good, Fair/Poor) used in SF Heritage's evaluation system, 355-375 Fremont received "Good" in both style and design. As noted above, consensus for this evaluation came from SF Heritage reviewers, including architectural historians Michael Corbett, Randolph Delehanty, Sally Woodbridge, and architect Jeremy Kotas. In other writing, Corbett describes Hjul's work as "attractive" and both Corbett and historian William Kostura have concurred 355-375 Fremont's ineligibility for the National Register.⁶⁵ The late

⁶⁵ *Ibid.*

architectural historian John Beach, while he does not specifically cite 355-375 Fremont, characterizes Hjul's buildings in general as being "straight-forward, simple, and possessing a utilitarian elegance."⁶⁶ McGrew/Architecture confirms the 1995 assessment of the building's National Register ineligibility.⁶⁷ The building's only distinguishing characteristic is its minimal, gothic-derived decorative elements in bas-relief on the Fremont Street façade. While subjective in nature, high artistic values are present if a building so fully articulates a particular concept of design that it expresses an artistic ideal, a claim that cannot be substantiated for 355-375 Fremont Street.

- The building does not represent the work of a master. The building's architect/engineer/contractor, James H. Hjul, was one of a host of professionals, both architects and engineers, that helped rebuild San Francisco after the events of April 1906. Hjul established an engineering practice that spanned the years 1907 to 1958 (and was continued for a few more years by his widow and son). Among the ranks of San Francisco's post-quake architects and engineers are several of the City's best-known and most highly regarded professionals whose names are well-known in the annals of California construction history; others, such as Hjul are relatively unknown. Among the architects and firms who are generally considered to have designed "significant" buildings in the area, and whose buildings might represent the work of a master were Percy and Hamilton; Albert Pissis; Arthur Brown, Jr.; Lewis Hobart; George Applegarth; Frederick H. Meyer; George Kelham; and Skidmore, Owings, and Merrill. By comparison, Hjul's work cannot be seen as particularly significant. A review of all of the standard biographical sources for early California building designers⁶⁸ has failed to uncover much background information on Hjul. Hjul did design at least two buildings that are contributor structures to the San Francisco Apartment Hotel National Register (eligible) Historic District: a rather undistinguished corner grocery and an automobile repair shop, also undistinguished. Of his known catalog of work, 355-375 Fremont Street is the newest and most decorative, but cannot be said to be the "work of a master."

The Planning Department believes that there are characteristics about the 355-375 Fremont Street building that separates it from other industrial buildings of its age, and therefore it could be considered a historic resource due to artistic merit: Specifically, the façade organization and ornament is more vertical in orientation, more intricate and fine-grained, and more unique than most other warehouses and enough of the building, including all other parts of the façade, and the

⁶⁶ Hjul Biography, The Foundation for San Francisco's Architectural Heritage files.

⁶⁷ *Historic Architectural Survey Report for Alternatives to the Replacement of the Embarcadero Freeway and Terminal Separator Structure*, *op cit*.

⁶⁸ Withey: *Biographical Dictionary of American Architects* (Deceased); *The National Cyclopedia of American Biography*, *Men Who Made San Francisco*, *Index to the California Historical Society Quarterly*, *Microfilm Index to the San Francisco Chronicle and Examiner*; Waverly Lowell's *Architectural Records in the San Francisco Bay Area, A Guide to Research*.

industrial sash window have been retained, allowing the building's integrity to be maintained.⁶⁹

Criterion 4 (Buildings that have yielded or may be likely to yield information important to pre-history or history): As noted in the history of Rincon Hill above, all of the buildings on the project site were lost in the catastrophe of 1906, with the current 355-375 Fremont Street structure becoming the only post-1906 building to occupy this site. No evidence exists to support listing of 355-375 Fremont Street on the California Register under this criterion.⁷⁰

INTEGRITY

A request for copies for all building permits on the subject property was made to the Department of Building Inspection on November 5, 2002. Fifty-one building permits, including the original September 4, 1928 permit, were located. Most described interior alterations to the property that have occurred over time as the building evolved from an industrial use to an office use. These changes include the replacement of the original lobby, and the installation of numerous mezzanines. The building's original interior was a vast industrial space on three levels, with utilitarian finishes, interrupted only by structural supports. The historic architectural consultant believes that following a conversion to office use around 1988, a significant component of the industrial character and feel of the original interior has been lost. The alterations to the exterior (addition of center bays and new entrances) and the interior (loft-like rooms converted to smaller offices) have impaired the building's design, materials, and workmanship. Additionally, incompatible recent structures and sites in the immediate vicinity have impaired its setting, feeling, and association, with the result that the building continues to possess integrity only in a portion of its façade and its *location*.

The Planning Department believes that while the three central bays at the ground level have been altered and no longer share the vertical or horizontal proportions of the other bays, enough of the building, including all other parts of the façade, and the industrial sash windows have been retained, allowing the building integrity to be maintained.

⁶⁹ Mat Snyder, Preservation Technical Specialist, Planning Department memorandum to Ben Helber, Major Environmental Analysis, Planning Department, 375 Fremont Street, Block 3747, Lot 6, December 19, 2003. This memorandum is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File 2002.0449E.

⁷⁰ Should evidence of significant subsurface archeological resources be found during the construction phase of the proposed project, the project sponsor will halt all construction activity and notify the preservation planner assigned to the project. Archeological resources will be protected and preserved in place. See Initial Study, page 40, in Appendix A.

Historic/Conservation District Potential

The potential resource is not a part of a designated, proposed or studied historic or conservation district. It was evaluated as a part of the Planning Department's *Rincon Hill Plan Final EIR*, 82.39E, certified July 18, 1985, which identifies eight significant historic resources (355-375 Fremont is not included in this list) but makes no mention of a potential historic district. Construction dates for the buildings facing Fremont Street in the project block span the years 1906 to 1979. There is no definable physical or stylistic continuity to the project vicinity owing to the diversity of sizes, styles, and periods of the buildings. There is insufficient historic context or physical continuity to indicate the presence of a potential historic district. As it exists today, the context must be described as a formerly industrial neighborhood undergoing a transition to high-rise housing. As indicated by the forgoing information and surveys, the 355-375 Fremont Street building is not particularly rare or unique and does not qualify for individual listing on the California Register, its established values being essentially contextual, as established by its various ratings. The historic architectural consultant believes that the building's qualities are insufficient to qualify it as a historic resource, and that the building has undergone a partial loss of integrity on the primary façade and throughout the interiors. California Register eligibility for the building would rely on its role along with numerous other buildings in the historical pattern that saw this portion of San Francisco continue as an industrial area. The consultant concludes the building is not an early or particularly notable example of this pattern. However, the Planning Department asserts that enough of the building façade exists to maintain the original integrity of the building.

Conclusion: Historical Resources

As indicated by all of the above information, the historic architectural consultant believes that the Hjul Building, 355-375 Fremont Street, is not particularly rare or unique, has diminished integrity, has minor significance to the area as a whole, shares few characteristics with nearby structures, and would not qualify for individual listing on either the California or National Registries due to its loss of character-defining interiors. Further, its Contextual "C" rating by SF Heritage and its rating as a "1" in the 1976 *Citywide Architectural Survey* would seem to be insufficient to qualify the existing building as a historic resource.

The Planning Department contends that the 355-375 Fremont Street building façade organization and ornament is more unique than most other industrial buildings in the area. The façade is more vertical in orientation, more intricate and fine-grained than other industrial buildings of its age, and enough of the building, including all other parts of the façade and the industrial sash windows, have been retained, which allows the building integrity to be maintained. Therefore, the Hjul Building at 355-375 Fremont Street could be considered a historic resource due to artistic merit (California Register Criterion 3).

IMPACTS

SIGNIFICANCE CRITERIA

Archeological Resources

CEQA requires that the effects of a project on archeological resources shall be taken into consideration and that if a project may affect an archeological resources, that it shall first be determined if the resource is an "historical resource"; that is, whether the archeological resource meets the criteria for listing in the California Register of Historical Resources (CEQA Guidelines Sections 15064.5(a)(1) and (3) and (c)(1) and (2)). An archeological resource that qualifies as a historical resource under CEQA generally does so under Criterion D (demonstrated potential to significantly contribute to questions of scientific/historical importance). An archeological resource may qualify for listing under Criterion D when it can be demonstrated that the resource has the potential to significantly contribute to questions of scientific importance.⁷¹

Historic Architecture

Pursuant to *CEQA Guidelines* Section 15064.5, a project would have a significant effect if it would cause a substantial adverse change in the significance of a historical resource. A "substantial adverse change" is defined by CEQA Guidelines Section 15064.5 as "demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of a historical resource would be materially impaired."

⁷¹ California Office of Historic Preservation, *Preservation Planning Bulletin No. 5. Rincon Hill Plan, Draft EIR*, *op.cit.* page 198.

IMPACT OF THE PROPOSED PROJECT

Archeological Resources

Construction of the project would require excavation to 40 feet below the existing grade and would be expected to involve substantial disturbance of previously undisturbed soils, including removal of about 27,800 cubic yards of soil, and impacts from foundation improvements. No prior soils-disturbing activities have been identified that would have significantly impaired the integrity of archeological resources within the project site. The prehistoric and historical archeological resources that are expected to be present within the project site may have sufficient scientific/historical research potential to qualify the resources for eligibility for listing to the CRHR under criteria A and D. Given the potential presence of archeological resources on the site, the project sponsor would implement Cultural Resources Mitigation Measure 4, pages 178 to 181, to reduce the potentially significant disturbance, damage, or loss of archeological resources during project construction to a less-than-significant level.

Historic Architecture

The project sponsor intends to demolish the Hjul Building at 355-375 Fremont Street and replace it with a 33-story residential building. Implementation of Mitigation Measure 5 (pages 181 to 182) would reduce this impact, but the loss of a historical resource would remain significant and unavoidable. The 355-375 Fremont Street building is considered a historical resource for CEQA purposes, and demolition of this building would be a significant adverse impact.

CUMULATIVE IMPACTS

The Hjul Building, 355-375 Fremont Street, is not located in a recognized or potential historic district. Although no buildings along the block face of the 300 block of Fremont Street have been recently demolished, the 1979 PG&E substation began a trend of replacement structures in the immediate area. The Avalon Towers, twin residential high-rises, have been recently built on the eastern half of the block containing the subject property. The biggest change in the immediate area was the post-1989 removal of the earthquake-damaged Embarcadero Freeway, which has opened up the area for considerable new construction. The project area is in transition between the high-rise office above retail use in the Downtown Commercial district and high-rise residential above office/retail use in the Rincon Hill area. Currently, there is surface parking along the north side of Folsom Street from west of First Street to east of Beale Street on the site of the former Embarcadero

elevated freeway. West of the project site is the recently constructed two-tower 333 First Street high-rise apartment building, and to the south of the project site is the recently completed Bridgeview Towers high-rise apartment building at 400 Beale. The *Rincon Hill Area Plan* lists eight "Significant" buildings in the area, but they are unrelated and do not form a basis for a historic district. However, the demolition of the Hjul Building at 355-375 Fremont Street would have an indirect significant cumulative impact on other historic architectural resources.

I. GROWTH INDUCEMENT

A project would be considered growth inducing if its construction and use would encourage population increases and/or new development that might not occur if the project were not approved and implemented. The proposed project entails construction of a new building providing 378,720 gross square feet of residential space, 250 residential units, and 250 parking spaces. The proposed residential building in the Rincon Hill neighborhood would increase the daily population on the project site to approximately 355 people (350 new residents and 5 new employees), from the current 25 office employees on the site. This would be an increase of approximately 330 people, and a net decrease of 20 employees, some of whom may relocate along with their employers to other locations within San Francisco or the Bay Area. The small loss of employment on the site would not be considered significant in the context of the large and dynamic economy of San Francisco and the Bay Area. Because of the current strong demand for housing, especially for housing close to the Financial District, which would exist with or without the project, the project would not induce substantial growth or concentration of population beyond that which would have occurred without the project. Some project residents may relocate from other parts of the Bay Area to be closer to their employment in Downtown San Francisco. To the extent that this occurs, the project would result in reduced commuting distances to work. For these reasons, the proposed project would not cause significant growth-inducing impacts.

J. AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED

This environmental impact report focuses on the issues of land use, visual quality and urban design, population and housing, transportation, wind, historical resources, and growth inducement, as well as discussing shadows and public utilities and services for informational purposes. All other potential environmental effects were found to be at a less-than-significant level or to be mitigated to a level of less-than-significant with mitigation measures agreed to by the project sponsor. Please see the Initial Study, included in this document as Appendix A, for analysis of issues other than land use, visual quality and urban design, population and housing, transportation, wind, shadow, public utilities and services, historical resources, and growth inducement.

Residents of the Rincon Hill neighborhood and business owners and employees in the surrounding urbanized area have expressed concern that: (1) the proposed project's height and its potential to affect views from neighboring buildings and from public vistas could adversely impact vehicular and pedestrian circulation in the area, (2) the proposed project could adversely affect gas and electric facilities that are located within and adjacent to the project site, and (3) cumulative conditions be adequately analyzed to assess potential impacts of the proposed project in conjunction with impacts from other projects proposed in the vicinity.

Residents of this neighborhood may be concerned about the potential impacts of a change in neighboring use on a block that was previously used for non-residential use. In addition, business owners and employees in the surrounding urbanized area may have concerns about any new project. The Planning Commission will be asked to certify the Final EIR after publication and distribution of written responses to all comments received on the Draft EIR.

After Final EIR certification, and following consideration of community concerns as expressed in the future Conditional Use public hearing and the information presented in the Initial Study and this EIR, the San Francisco Planning Commission (or the Board of Supervisors on appeal) will decide whether or not to approve the proposed project.

IV. MITIGATION MEASURES PROPOSED TO MINIMIZE THE POTENTIAL ADVERSE IMPACTS OF THE PROJECT

In the course of project planning and design, measures have been identified that would reduce or eliminate potentially significant environmental impacts of the project. Mitigation measures identified in this EIR and in the Initial Study would be required by decision-makers as conditions of project approval unless they are demonstrated to be infeasible based on substantial evidence in the record. Implementation of some measures may be the responsibility of public agencies.

Each mitigation measure is discussed below. Measures from the Initial Study (see Appendix A) proposed as part of the project are indicated with an asterisk (*).

The project sponsor has agreed to implement all measures in Chapter IV in an agreement dated April 30, 2004.⁷²

1. Construction Air Quality

- The project sponsor shall require the construction contractor(s) to spray the project site with water during excavation, grading, and site preparation activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other such material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during these periods at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor shall require the construction contractor(s) to obtain reclaimed water from the Clean Water Program for this purpose.

⁷² This mitigation agreement is on file and available for public review by appointment at the San Francisco Planning Department, 1660 Mission Street, Fifth Floor, San Francisco, as part of Case File 2002.0449E.

- The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as prohibiting idling motors when equipment is not in use or when trucks are waiting in queues, and implementing specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

* **2. Hazards (Contaminated Soil)**

- *Step 1: Preparation of Site Mitigation Plan*

Soil and groundwater samples shall be characterized (analyzed) for metals, petroleum hydrocarbons and gasoline/diesel components, volatile and semi-volatile organic compounds, and other constituents, as requested by the Department of Public Health (DPH). In addition, groundwater characterization shall be carried out for total suspended solids, total settleable solids, pH, total dissolved solids, and turbidity. Samples shall be analyzed by state-accredited laboratories. Based on the results of soil and groundwater characterization, a site Mitigation Plan shall be prepared by a qualified individual, in coordination with DPH and any other applicable regulatory agencies. The sampling and studies shall be completed by a Registered Environmental Assessor or a similarly qualified individual. Excavated soils shall be disposed of in an appropriate landfill, as governed by applicable laws and regulations, or other appropriate actions shall be taken in coordination with DPH.

- *Step 2: Site Health and Safety Plan*

Prior to conducting any remediation activities a Site Health and Safety Plan would be prepared pursuant to California Division of Occupational Safety and Health (Cal-OSHA) requirements and National Institute for Occupational Safety and Health guidance to ensure worker safety. Under Cal-OSHA requirements, the Site Health and Safety Plan would need to be prepared prior to initiating any earth-moving activities at the site. The Site Health and Safety Plan shall identify protocols for managing soils during construction to minimize worker and public exposure to contaminated soils. The protocols shall include at a minimum:

- Characterization of excavated native soils proposed for use on site prior to placement to confirm that the soil meets appropriate standards.
- The dust controls specified in Air Quality Mitigation Measure 1.
- Protocols for managing stockpiled and excavated soils.

The Site Health and Safety Plan shall identify site access controls to be implemented from the time of surface disruption through the completion of earthwork construction. The protocols shall include as a minimum:

- Appropriate site security to prevent unauthorized pedestrian/vehicular entry, such as fencing or other barrier or sufficient height and structural integrity to prevent entry and based upon the degree of control required.
- Posting of "no trespassing" signs.
- Providing on-site meetings with construction workers to inform them about security measures and reporting/contingency procedures.

If groundwater contamination is identified, the Site Health and Safety Plan shall identify protocols for managing groundwater during construction to minimize worker and public exposure to contaminated groundwater. The protocols shall include procedures to prevent unacceptable migration of contamination from defined plumes during dewatering.

The Site Health and Safety Plan shall include a requirement that construction personnel be trained to recognize potential hazards associated with underground features that could contain hazardous substances, previously unidentified contamination, or buried hazardous debris.

The Site Health and Safety Plan shall include procedures for implementing a contingency plan, including appropriate notification and control procedures, in the event unanticipated subsurface hazards are discovered during construction. Control procedures could include, but would not be limited to, investigation and removal of underground storage tanks or other hazards.

- *Step 3: Handling, Hauling, and Disposal of Contaminated Soils*

(a) specific work practices: If, based on the results of the soil tests conducted, DPH determines that the soils on the project site are contaminated at or above potentially hazardous levels, the construction contractor shall be alert for the presence of such soils during excavation and other construction activities on the site (detected through soil odor, color, and texture and results of on-site soil testing), and shall be prepared to handle, profile (i.e., characterize), and dispose of such soils appropriately (i.e., as dictated by local, state, and federal regulations) when such soils are encountered on the site. If there are excavated materials containing over one percent friable asbestos, they would be treated as hazardous waste, and would be transported and disposed of in accordance with applicable State and federal regulations. These procedures are intended to mitigate any potential health risks related to chrysotile asbestos, which may or may not be located on the site.

(b) dust suppression: Soils exposed during excavation for site preparation and project construction activities shall be kept moist throughout the time they are exposed, both during and after work hours.

(c) surface water runoff control: Where soils are stockpiled, visqueen shall be used to create an impermeable liner, both beneath and on top of the soils, with a berm to contain any potential surface water runoff from the soil stockpiles during inclement weather.

(d) soils replacement: If necessary, clean fill or other suitable material(s) shall be used to bring portions of the project site, where contaminated soils have been excavated and removed, up to construction grade.

(e) hauling and disposal: Contaminated soils shall be hauled off the project site by waste hauling trucks appropriately certified with the State of California and adequately covered to prevent dispersion of the soils during transit, and shall be disposed of at a permitted hazardous waste disposal facility registered with the State of California.

- *Step 4: Preparation of Closure/Certification Report*

After excavation and foundation construction activities are completed, the project sponsor shall prepare and submit a closure/certification report to DPH for review and approval. The closure/certification report shall include the mitigation measures in the SMP for handling and removing contaminated soils from the project site, whether the construction contractor modified any of these mitigation measures, and how and why the construction contractor modified those mitigation measures.

* **3. Hazards (PCBs)**

- The project sponsor would ensure that building surveys for PCB-containing equipment (including elevator equipment), hydraulic oils, and fluorescent lights are performed prior to the start of demolition. Any hazardous materials so discovered would be abated according to federal, state, and local laws and regulations.

4. Archeological Resources⁷³

- Based on a reasonable presumption that archeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archeological consultant having expertise in California prehistoric and urban historical archeology. The archeological consultant shall undertake an archeological testing program as specified herein. In addition, the consultant shall be available to conduct an archeological monitoring and/or data recovery program if required pursuant to this measure. The archeological consultant's work shall be conducted in accordance with this measure at the direction of the Environmental Review Officer (ERO). All plans and reports prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archeological monitoring and/or data recovery programs required by this measure could suspend construction of the project for up to a maximum of four weeks. At the direction of the ERO, the suspension of construction can be extended beyond four weeks only if such a suspension is the only feasible means to reduce to a less than significant level potential effects on a significant archeological resource as defined in CEQA Guidelines Sect. 15064.5 (a)(c).

Archeological Research Design/Testing Program. The archeological consultant shall prepare and submit to the ERO for review and approval an archeological research design/testing program (ARD/TP). Prior to undertaking the preparation of the ARD/TP, the archeological consultant shall meet and consult with the ERO on the scope of the ARD/TP. The archeological testing program shall be conducted in accordance with the approved ARD/TP. The ARD/TP shall identify the property types of the expected archeological resource(s) that potentially could be adversely affected by the proposed project, evaluate the eligibility of expected archeological resources for listing in the CRHR, the testing method to be used, and the locations recommended for testing. The purpose of the archeological testing

⁷³ This new measure replaces the measure on pages 46 and 47 of the Initial Study in Appendix A of the DEIR.

program will be to determine to the extent possible the presence or absence of archeological resources and to identify and to evaluate whether any archeological resource encountered on the site constitutes a historical resource under CEQA.

At the completion of the archeological testing program, the archeological consultant shall submit a written report of the findings to the ERO. If based on the archeological testing program the archeological consultant finds that significant archeological resources may be present, the ERO in consultation with the archeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archeological testing, archeological monitoring, and/or an archeological data recovery program. If the ERO determines that a significant archeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

- A) The proposed project shall be re-designed so as to avoid any adverse effect on the significant archeological resource; or
- B) A data recovery program shall be implemented, unless the ERO determines that the archeological resource is of greater interpretive than research significance and that interpretive use of the resource is feasible.

Archeological Monitoring Program. If the ERO in consultation with the archeological consultant determines that an archeological monitoring program shall be implemented the archeological monitoring program shall minimally include the following provisions:

- The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the AMP reasonably prior to any project-related soils disturbing activities commencing. The ERO in consultation with the archeological consultant shall determine what project activities shall be archeologically monitored. In most cases, any soils-disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archeological monitoring because of the risk these activities pose to potential archeological resources and to their depositional context;
- The archeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archeological resource;
- The archeological monitor(s) shall be present on the project site according to a schedule agreed upon by the archeological consultant and the ERO until the ERO has, in consultation with project archeological consultant, determined that project construction activities could have no effects on significant archeological deposits;
- The archeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the deposit is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archeological monitor has cause to believe that the pile driving activity may affect an

archeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archeological consultant shall immediately notify the ERO of the encountered archeological deposit. The archeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archeological resources are encountered, the archeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archeological Data Recovery Program. The archeological data recovery program shall be conducted in accord with an archeological data recovery plan (ADRP). The archeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archeological consultant shall submit a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Human Remains and Associated or Unassociated Funerary Objects. The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines, Sec. 15064.5(d)). The agreement should take into consideration the appropriate

excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archeological Resources Report. The archeological consultant shall submit a Draft Final Archeological Resources Report (FARR) to the ERO that evaluates the historical significance of any discovered archeological resource and describes the archeological and historical research methods employed in the archeological testing/monitoring/data recovery program(s) undertaken. Information that may put at risk any archeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: California Archeological Site Survey Northwest Information Center (NWIC) shall receive one (1) copy and the ERO shall receive a copy of the transmittal of the FARR to the NWIC. The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

5. Historic Architectural Resources

There are few, if any, measures that can mitigate the loss of this significant building to a less-than-significant level. It is not possible, under CEQA, to mitigate the loss of a resource significant for its historic association and architecture with photographic documentation, original architectural plans, or salvaged materials. Therefore, impacts related to the demolition of the 355-375 Fremont Street building would remain significant and unavoidable.

- Prior to demolition, the project sponsor shall provide adequate documentation of the existing building. The documentation shall be submitted to the City and County of San Francisco Planning Department and found to be adequate prior to authorization of any permit that may be required for demolition of the building. In addition, the project sponsor shall prepare and transit the photographs and descriptions of the property to the History Room of the San Francisco Public Library and the Northwest Information Center of the California Historic Information Resource System. The documentation shall include:
 - A video documentary of the property.
 - Photo-documentation of the property to Historic American Building Survey Standards. The standard size of negatives and transparencies (and accompanying prints) are 5-by-7 inches. Other large-format sizes such as 4-by-5 inches and 8-by-10 inches are also acceptable for formal documentation. Roll film, film packs and electronic manipulation of images are not acceptable.

Images must be fully identified with the name and location of the structure, a description of the feature or view being photographed and the direction in which the photograph was taken, as well as the name of the photographer and the date created.

- Black and white, 35 millimeter photographs of the interior and exterior of the building. Negatives and 5-by-7 inch prints should be processed to meet archival

requirements (i.e., negatives must be on safety film only; resin-coated paper is not accepted).

- The available original plans of the building shall be included as part of the documentation. All drawings and site plans shall be appropriately conserved at the site or at a qualified repository.
- Prior to demolition, the project sponsor shall salvage the character-defining elements of the existing building that are considered to be historically significant, as determined by a qualified architectural historian (and can feasibly be salvaged), and shall seek to donate those elements to an organization such as a local historical society. The features to be salvaged shall be determined by the City following consultation with a qualified historic resources firm. Features to be salvaged should include primary character-defining features. Donation of the materials to the historical society or other entity approved by the City shall be confirmed by the City prior to the issuance of demolition permits.

No additional mitigation is feasible for impacts related to demolition of the building, due to the limited options available when demolition is proposed.

V. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROJECT IS IMPLEMENTED

In accordance with Section 21100(b)(2)(A) of the California Environmental Quality Act (CEQA), and with Section 15126.2 of the State CEQA Guidelines, the purpose of this chapter is to identify environmental impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the proposed project, or by other mitigation measures that could be implemented, as described in Chapter IV, Mitigation Measures, pages 175 through 182. This chapter is subject to final determination by the City Planning Commission as part of its certification of the EIR. The Final EIR will be revised, if necessary, to reflect the findings of the Commission.

The proposed project, with mitigation, would have the following unavoidable significant impacts in the area of historic architectural cultural resources:

The project sponsor intends to demolish the Hjul Building at 355-375 Fremont Street and construct a 33-story residential building. The Hjul Building at 355-375 Fremont Street building is considered a historical resource for CEQA purposes, and demolition of this building would be a significant adverse impact. In addition, the project would have an indirect significant cumulative impact on historical architectural resources in Rincon Hill. Should the Planning Commission approve the project as proposed, it would be required to make a finding that the project would have significant project-specific and cumulative environmental impacts and would adopt a Statement of Overriding Considerations.

With implementation of the mitigation measures outlined in Chapter IV, Mitigation Measures, of this report, all other potential significant impacts would be reduced to a less-than-significant level.

VI. ALTERNATIVES TO THE PROPOSED PROJECT

This chapter identifies alternatives to the proposed project and discusses environmental impacts associated with each alternative. Project decision-makers could adopt any of the following alternatives instead of the proposed project, if an alternative would reduce or eliminate significant environmental impacts of the project and is determined to be feasible and would attain most of the basic objectives of the project. This determination of feasibility will be made by project decision-makers on the basis of substantial evidence in the record which shall include, but not be limited to, information presented in this EIR and comments received on the Draft EIR.

Alternatives were selected that would reduce identified impacts of the proposed project. The following alternatives are evaluated: a No-Project Alternative, an Existing Rincon Hill SUD-Compliant Alternative in which the proposed project would comply with current zoning controls, and a Partial Preservation Alternative in which the façade of the existing Hjul Building on the project site would be preserved. Other alternatives, with a variety of configurations, could also be considered by decision-makers, provided the proposed uses are similar to those analyzed in the proposed project or the alternatives. Other uses for the project site are not considered, as the project sponsor only intends to build a 250-unit residential building, and other uses would not meet the basic objectives of the project. Furthermore, the project site and vicinity have been designated by the City for high-density residential uses. A full preservation alternative was not considered as it would preclude a high-rise addition to the existing building.

Whether property is owned or can reasonably be acquired by the project sponsor has a strong bearing on the feasibility of developing a project alternative at a different site. No viable alternative sites have been identified within San Francisco where the proposed project could be constructed that would meet most of the project sponsor's objectives and where the project's environmental impacts would be substantially lessened or avoided.

A. ALTERNATIVE A: NO PROJECT

The California Environmental Quality Act (CEQA) and the State CEQA Guidelines require a No Project Alternative be included in EIRs. The purpose of the No Project Alternative is to allow decision-makers to compare the effects of the proposed project with the effects of not approving a project.

Description

This alternative would entail no change to the existing two-story office building, totaling approximately 46,500 gross square feet, on the site. The proposed project would not be built, and the height limits on the site would not be increased. This alternative, however, would not preclude future proposals for redevelopment of the project site for uses permitted in the RC-4 district and 250-R height and bulk district.

Principally permitted uses in the RC-4 district include high-density dwellings, group housing, child care, and supporting commercial uses including office and retail-type services, except for auto-oriented uses. Planned unit developments, hotels, institutional uses (academic, religious or medical institution), parking lots, and community garages are permitted with Conditional Use authorization.

For the purposes of this analysis, it is assumed that the existing building structure and use would not change.

Impacts

If the No Project Alternative were implemented, none of the impacts associated with the project would occur. The existing Hjul Building (355-375 Fremont Street) on the site, a building rated as having contextual importance in four local surveys of historic resources (the 1976 *Citywide Architectural Survey*, the Foundation for San Francisco's Architectural Heritage's extended survey of the Downtown, the *General Plan*-referenced buildings, and informational surveys), would remain unaltered, and the existing office uses of this building would not change. (The Planning Department considers the building a historic architectural resource under CEQA.) The air quality impacts of the proposed project, and project-specific effects on intersection conditions, transit use, parking, loading, and pedestrian and bicycle traffic, also would not occur, although these impacts would not be

significant under the proposed project. Intersection operations (at Folsom/First, Harrison/First and Harrison/Fremont) and transit operating conditions that would degrade to unacceptable levels of service by the 2020 cumulative horizon year would do so with or without the project. Under this alternative, there would be no incremental contribution from the project site to these degraded conditions, beyond the current traffic and transit ridership generated by the existing office building on the site.

Other less-than-significant effects of the proposed project described in the Initial Study (Appendix A), including effects of the proposed 33-story project on visual quality and urban design, wind effects, shadow effects on nearby streets and buildings, population, generation of noise during construction, potential discovery of subsurface cultural resources during excavation, and potentially hazardous materials, among other impacts, would not occur with this alternative and no mitigation measures would be required.

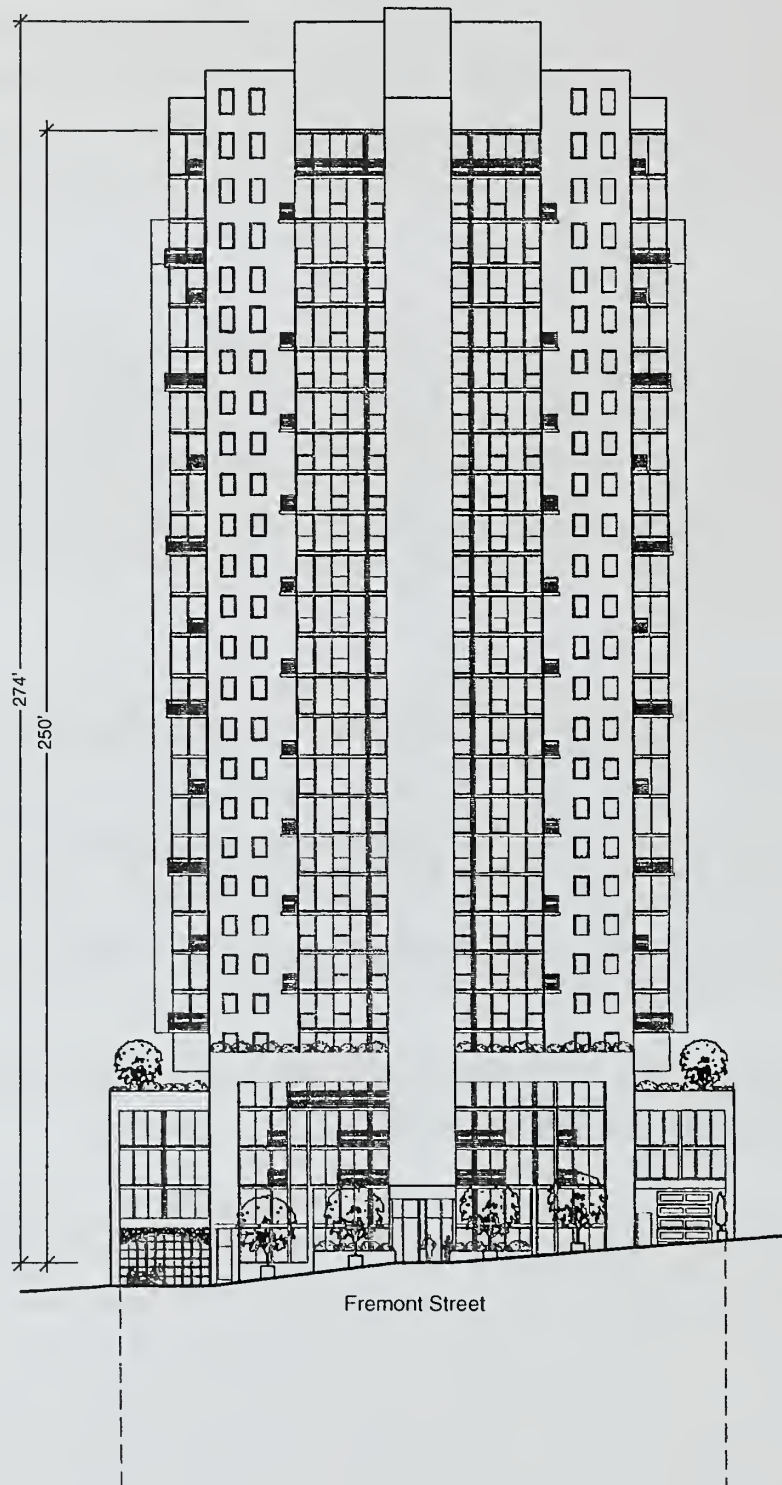
The No Project Alternative would not meet any of Brownbrew, LLC's project objectives.

If this alternative were selected by the San Francisco Planning Commission and a different proposal is submitted at a later date for development of all or part of the project site, that proposal would be subject to a separate project-specific environmental review under the requirements of CEQA.

B. ALTERNATIVE B: EXISTING RINCON HILL SUD-COMPLIANT ALTERNATIVE

Description

Alternative B, the Existing Rincon Hill SUD-Compliant Alternative, would involve demolition of the existing Hjul Building on the project site, and construction of a 250-foot-tall, 218-unit residential building, in conformity with the current 250-foot height restriction of the project site. Figure 33, page 188 and Figure 34, page 189, illustrate Alternative B, the Existing Rincon Hill SUD-Compliant Alternative. The building would be approximately 28 stories high, with setbacks in conformance with existing zoning controls, and would contain approximately 330,000 gross square feet (compared to the proposed project's 378,720 gross square feet). Alternative B would have one off-street loading space, and 218 parking spaces in a five-level underground garage.

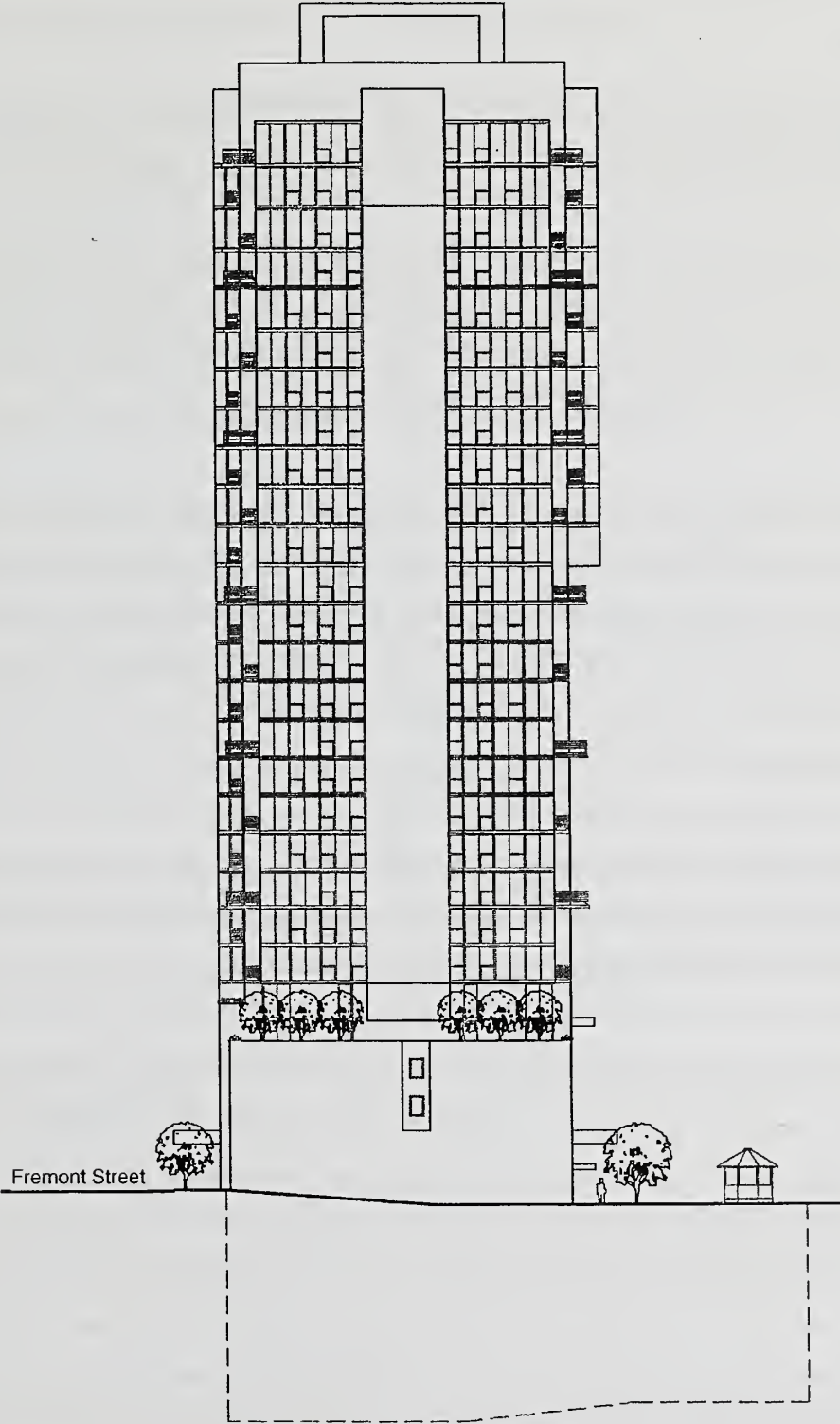


0 30 ft (APPROXIMATE)

Source: Theodore Brown & Partners, Inc.

7-16-04

Alternative B: 250-foot-tall Tower — Fremont Street (West) Elevation Figure 33



0 30 ft (APPROXIMATE)

Source: Theodore Brown & Partners, Inc.

7-16-04

Alternative B: 250-foot-tall Tower — South Elevation Figure 34

Impacts

Similar to the proposed project, Alternative B: Existing Rincon Hill SUD-Compliant Alternative would result in the loss of the existing Hjul Building on the site. As discussed in Chapter III.H. Historical Resources section of this Draft EIR, the Hjul Building is considered by the Planning Department to be a historical resource for CEQA purposes, and demolition of this building would be a significant impact under both the proposed project and this alternative. Implementation of Mitigation Measure 5, pages 181 to 182, would reduce this impact, but loss of the historic resource would remain a significant and unavoidable impact.

The proposed project would add to the intensity of land use within the Rincon Hill area, but this alternative's 218 residential units would not be considered a significant addition to the projected residential housing stock in the City when considered within the context of year 2025 housing projections. Cumulative land use impacts of this alternative would be less than for the proposed project, although these cumulative effects would be less-than-significant for both this alternative and the proposed project.

The height, massing, scale, and overall appearance of this alternative would be smaller than the proposed project, and impacts on visual quality, urban design, and views would be less than those of the proposed project. These impacts would not be significant.

Compared to the proposed project, Alternative B would have less intensive environmental effects on transportation and parking because of its smaller size. This alternative would generate about 326 daily person trips and 117 vehicle trips in the weekday p.m. peak hour compared to proposed project's 374 new daily person trips and 134 weekday p.m. peak hour vehicle trips. The operating conditions would be better than with the project, and the levels of congestion at the key intersections studied would be less than with the proposed project, although these impacts would be less-than-significant for both this alternative and the proposed project. This alternative would contribute approximately 9.6 percent of the cumulative year 2020 growth in traffic at three nearby intersections that would operate at Level of Service F under cumulative conditions (Folsom/First, Harrison/First, and Harrison/Fremont). The proposed project would contribute approximately 11 percent of the cumulative traffic growth to these intersections, but neither this alternative nor the proposed project would have a significant cumulative impact, because the turning

movements of vehicles generated by this alternative and the proposed project at these intersections are not in the directions that result in Level of Service F under cumulative conditions.

This alternative would have a lesser effect on wind than the proposed project. The project-specific and cumulative wind impacts of both this alternative and the proposed project would be less-than-significant.

This alternative would be smaller than the proposed project and would have a correspondingly smaller shadow effect. Neither this alternative nor the proposed project would shade any public open spaces under the jurisdiction of the Recreation and Park Department. Both project-specific and cumulative shadow effects for this alternative and the proposed project would be less-than-significant.

Impacts of both this alternative and the proposed project on construction air quality, hazards, and archeological cultural resources are potentially significant but would be reduced to a less-than-significant level by mitigation measures identified in Chapter IV. Mitigation Measures Proposed to Minimize the Potential Adverse Impacts of the Project.

The Existing Rincon Hill SUD-Compliant Alternative also would have fewer effects on construction noise, operational air quality, utilities and public services, and energy/natural resources, although these impacts would be less-than-significant for both this alternative and the proposed project. Under this alternative, there would be 82.5 feet of tower separation from the existing Avalon Towers to the east. Thus, this alternative, similar to the proposed project, would comply with the 82.5-Foot Minimum Tower Separation Urban Form Option of the November 2003 *Rincon Hill Plan: Draft for Public Discussion* (March 2004 refinements and September 2004 supplement), however, it would need exceptions for the set-back requirement on Fremont Street and the floor size above 85 feet.

This alternative would have similar effects in those environmental areas not governed by height or bulk: operation noise, biology, geology/topography, and water. These environmental effects would be less-than-significant.

The Existing Rincon Hill SUD-Compliant Alternative would meet Brownbrew, LLC's project objectives of providing 210-250 dwelling units in the Rincon Hill area.

C. ALTERNATIVE C: PARTIAL PRESERVATION ALTERNATIVE

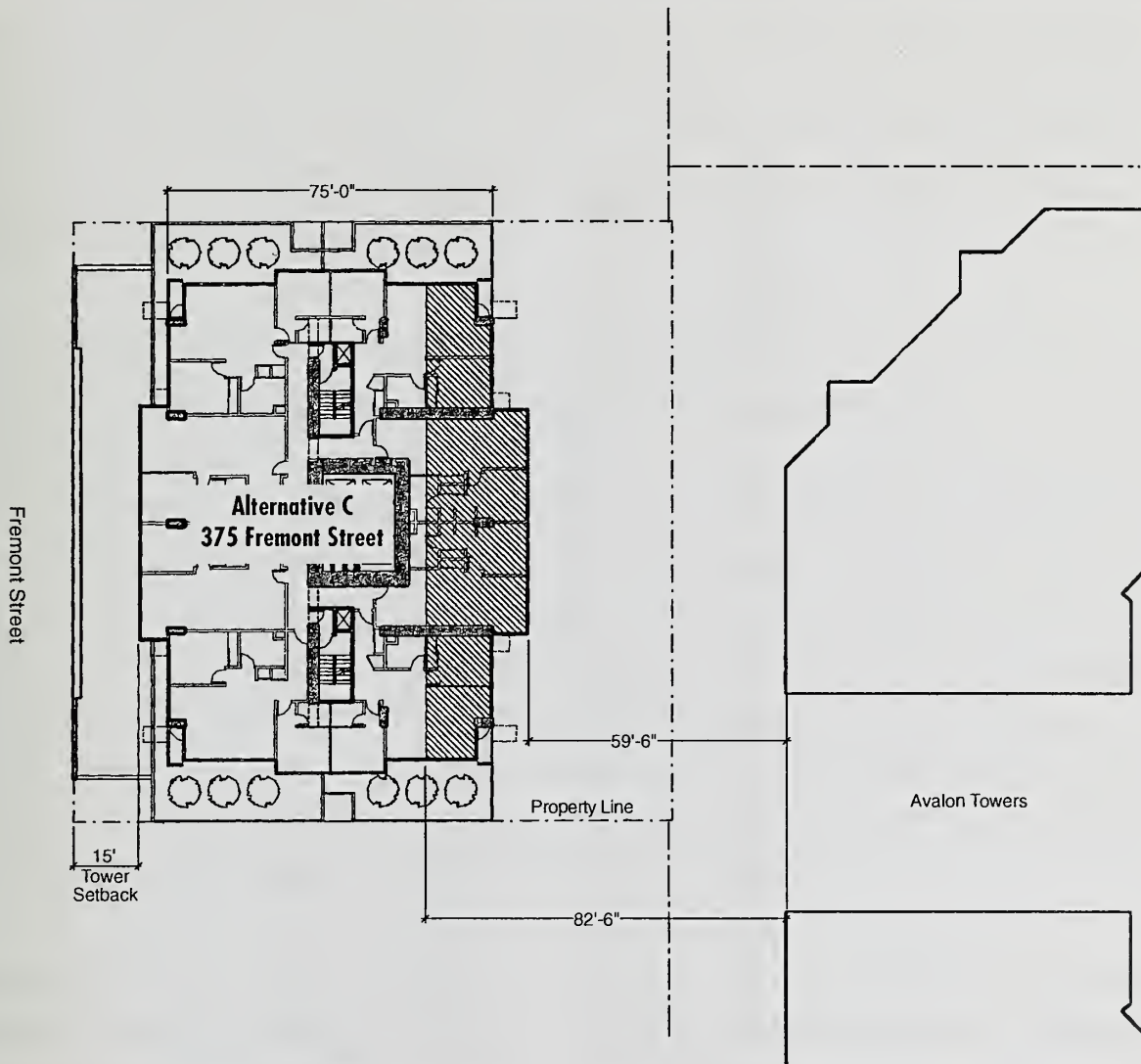
Description

Alternative C, the Partial Preservation Alternative, would involve a residential tower similar to the proposed project, but which preserves the Fremont Street façade of the existing Hjul Building, and is set back 15 feet from Fremont Street. The interior portions of the Hjul Building and most of the north, east, and south façade would be demolished, and a 33-story, 250-unit residential building would be constructed above and around the Fremont Street façade of the Hjul Building. Figure 35, page 193 illustrates Alternative C, the Partial Preservation Alternative Floor Plan, and Figure 36, page 194, illustrates the Partial Preservation Alternative west elevation. Like the proposed project, the building in this alternative would be 300 feet high and would contain 378,720 gross square feet, with two off-street loading spaces and 250 parking spaces in a five-level underground garage. Also like the proposed project, this alternative would not conform with the current 250-foot height restriction of the project site. Due to the 15-foot setback from Fremont Street, this alternative would have a smaller plaza area on the east side of the project site, with less open space, than would the proposed project.

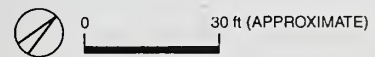
Impacts

Unlike the proposed project, Alternative C: Partial Preservation Alternative would preserve the Fremont Street façade of the existing Hjul Building on the site. As discussed in Chapter III.H. Historical Resources in this Draft EIR, the Hjul Building is considered by the Planning Department to be a historical resource for CEQA purposes. Demolition of this building would be a significant impact under both the proposed project and this alternative, although the partial retention of the façade would retain examples of the characteristic defining features of the existing building.

Under this alternative, the appearance of the Fremont Street frontage would differ somewhat from the proposed project because the façade of the existing Hjul Building would be preserved in the lower portion of the building. In other respects, the height, massing, scale, and overall appearance of this alternative would be similar to the proposed project, and impacts on visual quality, urban design, and views would be similar to those of the proposed project, which are considered to be less-than-significant.



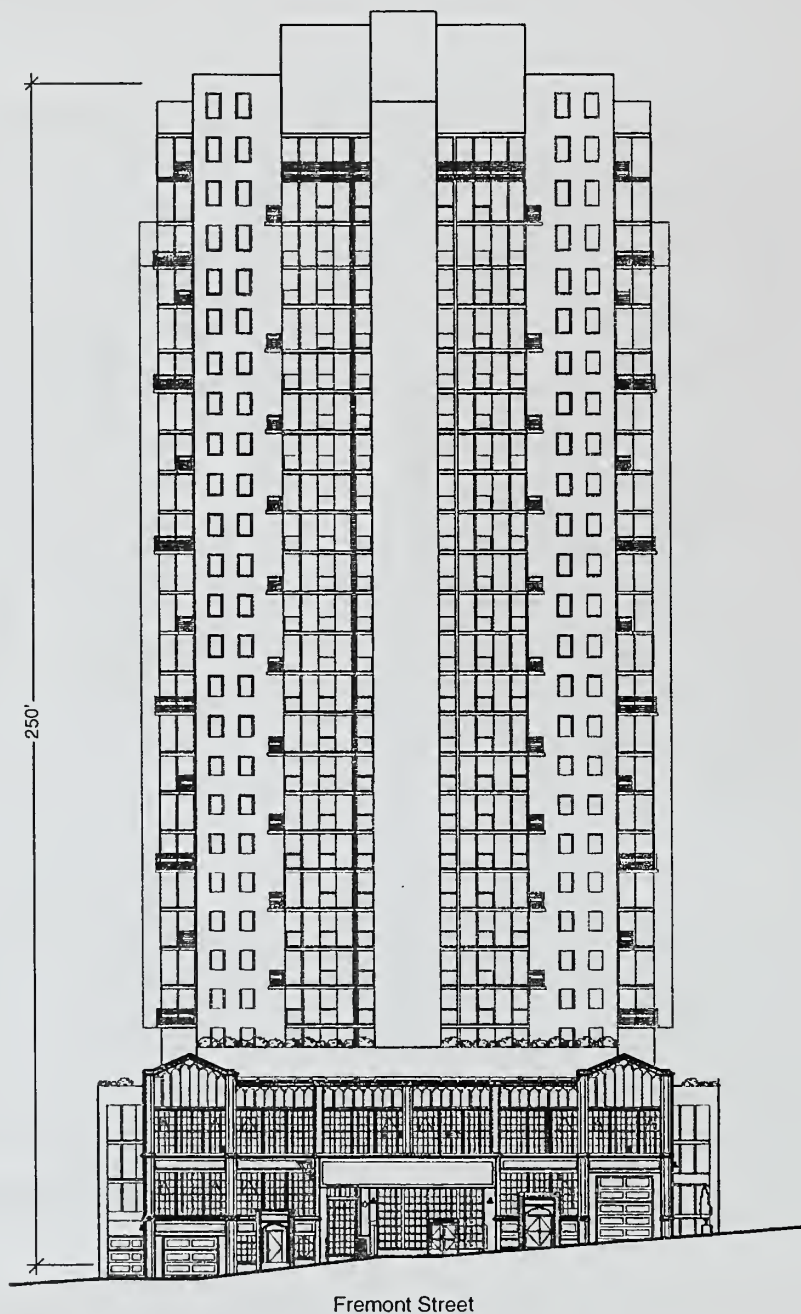
Note: Drawing shows separation of towers.



Source: Theodore Brown & Partners, Inc.

7-16-04

Partial Preservation Alternative C: Floor Plan Figure 35



0 30 ft (APPROXIMATE)

Source: Theodore Brown & Partners, Inc.

7-10-04

Partial Preservation Alternative C: Fremont Street (West) Elevation Figure 36

The proposed project would add to the intensity of land use within the Rincon Hill area, but this alternative's 250 residential units would not be considered a significant addition to the projected residential housing stock in the City when considered within the context of year 2025 housing projections. Project-specific and cumulative land use impacts of this alternative would be similar to those of the proposed project, although these effects would be less-than-significant for both this alternative and the proposed project.

Alternative C would have similar environmental effects on transportation and parking. Similar to the proposed project, this alternative would generate about 374 new daily person trips and 134 weekday p.m. peak hour vehicle trips. The operating conditions and levels of congestion at the key intersections studied would be the same as with the proposed project, although these impacts would be less-than-significant for both this alternative and the proposed project. This alternative, as well as the proposed project, would contribute approximately 11 percent of the cumulative year 2020 growth in traffic at three nearby intersections that would operate at Level of Service F under cumulative conditions (Folsom/First, Harrison/First, and Harrison/Fremont), but neither this alternative nor the proposed project would have a significant cumulative impact, because the turning movements of vehicles generated by this alternative and the proposed project at these intersections are not in the directions that result in Level of Service F under cumulative conditions.

This alternative's effect on wind would be similar to that of the proposed project. The project-specific and cumulative wind impacts of both this alternative and the proposed project would be less-than-significant.

This alternative would be the same height and size as the proposed project, but, unlike the proposed project, would be set back 15 feet from Fremont Street. As a result, this alternative would have slightly different shadow effects than the project, but neither this alternative nor the proposed project would shade any public open space under the jurisdiction of the Recreation and Park Department. Project-specific and cumulative shadow effects for both this alternative and the proposed project would be less-than-significant.

Impacts of both this alternative and the proposed project on construction air quality, hazards, and archeological cultural resources would be potentially significant but would be reduced to a less-than-

significant level by mitigation measures identified in Chapter IV: Mitigation Measures Proposed to Minimize the Potential Adverse Impacts of the Project.

Compared to the proposed project, the Partial Preservation Alternative would have similar effects on construction and operation noise, operational air quality, utilities and public services, biology, geology/topography, water, and energy/natural resources, although these impacts would be less-than-significant for both this alternative and the proposed project.

Alternative C would satisfy Brownbrew, LLC's objectives of providing 250 dwelling units in the Rincon Hill area, developing a project consistent with the existing urban design character of the area, developing a project with minimal environmental disruption, and bringing the property into compliance with the San Francisco Building Code. However, this alternative would provide less than 82.5 feet of separation from the existing Avalon Towers to the east, and would not comply with any of the four urban form options in the November 2003 *Rincon Hill Plan: Draft for Public Discussion* (March 2003 refinements and September 2004 supplement). Furthermore, this alternative would be considerably more expensive than the demolition and replacement of the existing building. The project sponsor believes that the costs of this alternative would increase the cost of the residential units above the market rate preventing him from selling the units and thereby causing the project costs to be prohibitive.

Alternative C: Partial Preservation Alternative would be the environmentally superior alternative.

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IX. APPENDICES

Appendix A: Initial Study

Appendix B: Transportation Definitions

Appendix A

Initial Study



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NOTICE OF PREPARATION OF AN ENVIRONMENTAL IMPACT REPORT

Date of this Notice: August 16, 2003

Lead Agency: Planning Department, City and County of San Francisco
1660 Mission Street, 5th Floor, San Francisco, CA 94103-2414

Agency Contact Person: Benjamin C. Helber **Telephone:** (415) 558-5968

Project Title: 2002.0449E-375 Fremont Street

Project Sponsor: Brownbrew, LLC.

Project Contact Person: Theodore Brown

Project Address: Assessor's Block and Lot: Block 3747, Lot 6

City and County: San Francisco

Project Description: : The proposed project is a residential development of approximately 378,720 gross square feet (gsf) consisting of 250 dwelling units and about 250 underground parking spaces. The existing two-story, approximately 46,500-square-foot office building would be demolished, and the site would be excavated for the foundation, the five-level below-grade parking garage, and the 300-foot-high residential tower. The project site is located about mid-block on the eastern side of Fremont Street in the block bounded by Folsom, Fremont, Harrison and Beale Streets. Vehicular access to the parking garage would be from Fremont Street on the northern side of the building, and two loading docks would be on the southern side. The site is within the existing Rincon Hill Special Use District/ Residential Sub-District, the RC-4 (Residential/Commercial High-Density) Zoning District, and the 250-R Height and Bulk District. The site is within the proposed Rincon Hill Mixed Use District, and the proposed 350-R Height and Bulk District.

THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND A SUPPLEMENTAL ENVIRONMENTAL IMPACT REPORT IS REQUIRED. This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Section 15063 (Initial Study) and 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance).

Written comments on the scope of the EIR will be accepted until the close of business on September 15, 2003. Written comments should be sent to: Paul E. Maltzer, Environmental Review Officer, San Francisco Planning Department, 1660 Mission Street, Ste. 500, San Francisco, CA 94103. Please include the name of a contact person in your agency. Thank you.

State Agencies: We need to know the views of your agency as to the scope and content of the environmental information that is germane to your agency's statutory responsibilities in connection with the proposed project. Your agency may need to use the EIR when considering a permit or other approval for this project.

Aug. 16, 2003
Date

Joan A. Kugler for
Paul E. Maltzer
Environmental Review Officer

INITIAL STUDY
2002.0449E- 375 Fremont Street

I. PROJECT DESCRIPTION AND SETTING

A. PROJECT DESCRIPTION

The proposed project is the construction of an approximately 378,720-square-foot (sq.-ft.) residential tower consisting of about 250 dwelling units and 250 below-grade parking spaces. The square-shaped project site is on the west side of the City block bounded by Folsom, Fremont, Harrison, and Beale Streets in the Rincon Hill area of San Francisco (Figure 1, page 2).¹ The project site is located at 355-375 Fremont Street, on Assessor's Block 3747, Lot 6, which totals 18,906 square feet (sq.ft.) or approximately 0.43 acre.

A two-story, plus basement, office building currently occupies the site. The structure is approximately 46,500 sq.ft., and contains six parking spaces in the basement accessible from Fremont Street.

The proposed project involves the demolition of the existing building and the construction of a 33-story, approximately 378,720-sq.ft. residential condominium high-rise tower with below-grade parking (Figures 2, 3, 4, 5, 6, 7, and 8, pages 3 to 9). There would be a five-level underground parking garage for about 250 parking spaces. The project would contain about 29 studios, 106 one-bedroom units, 103 two bedroom units, and 12 three-bedroom units for a total of 250 units.

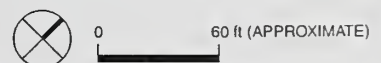
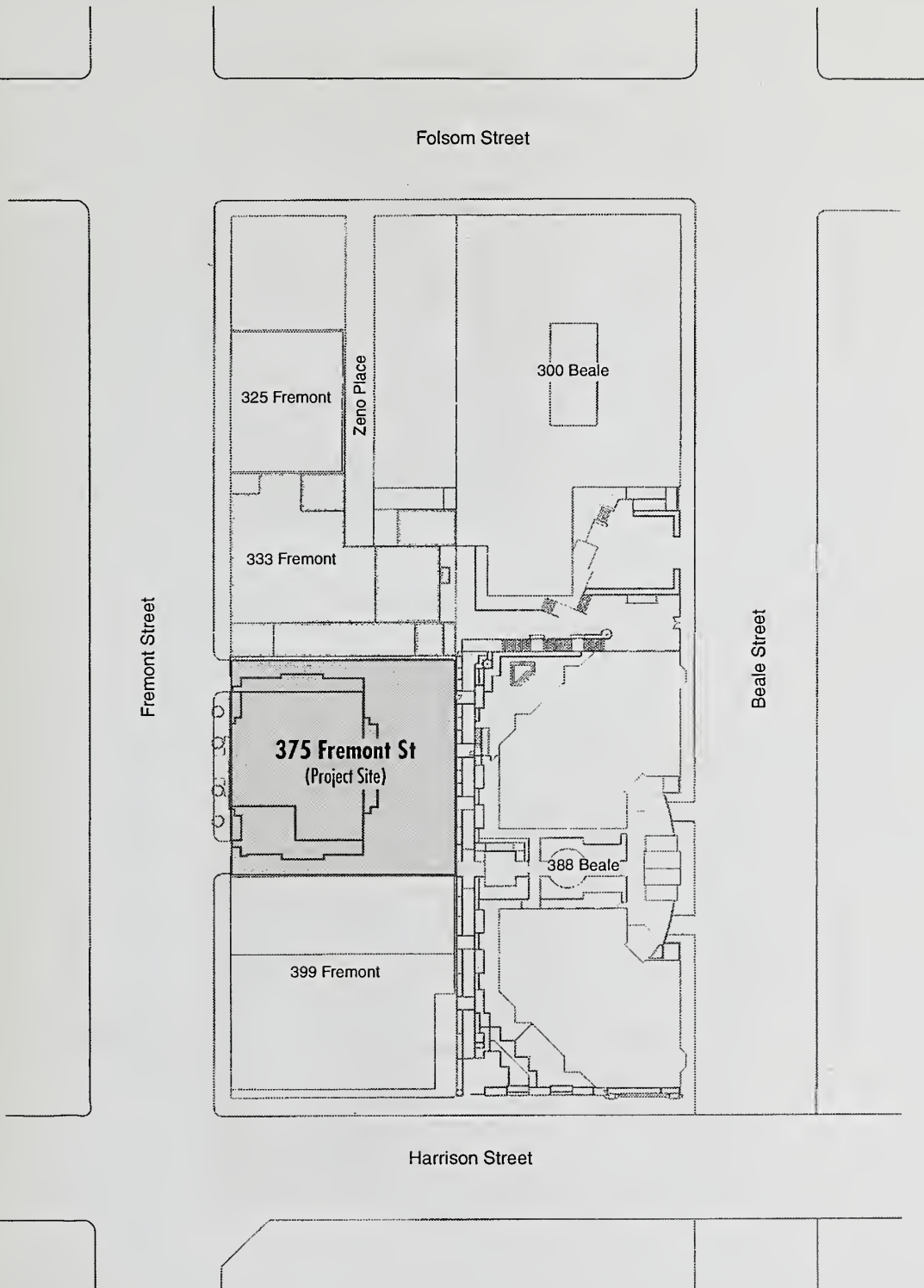
The building base would be built to the property lines. The residential tower would begin on the plaza level, and would rise to 300 feet in height on the western two-thirds of the site. The ground floor or plaza level would contain a two-story 2,000-sq.ft. lobby and an exercise room with male and female lockers. There would be an outdoor plaza on the east side of the building that would contain a swimming pool, spa, and open space. The second level would contain about 6,000 sq.ft. with three studios and two one-bedroom units. The third and fourth levels would be about 10,950 sq.ft. each with 11 units per floor. The fifth level would contain a total of four, approximately 800-sq.ft. balconies on the north and south elevations, four studios, and four one-bedroom units. Levels 6 to 18 would contain about 8,730 sq.ft., four 33-sq.ft. balconies, and four 13-sq.ft. balconies per floor. Levels 19 to 30 would be slightly larger (about 9,150 sq.ft.) with the same number of balconies (Figure 7). The top three levels (31 to 33) would contain four three-bedroom units and four 33-sq.ft. balconies per floor.

¹ To simplify the discussion of the direction of City streets south of and including Market Street, the convention of calling northwest-to-southeast streets "north-south" and northeast-to-southwest streets "east-west" is used in this document.



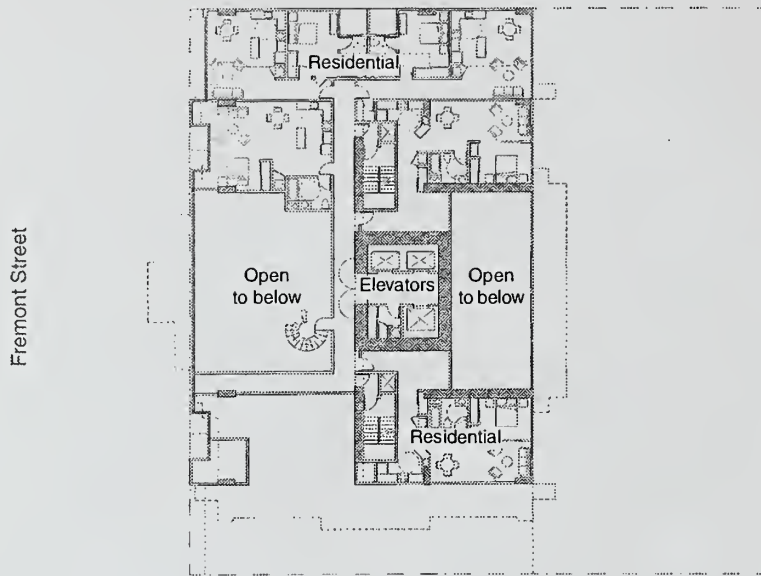
Source: During Associates

PROPOSED PROJECT LOCATION FIGURE 1

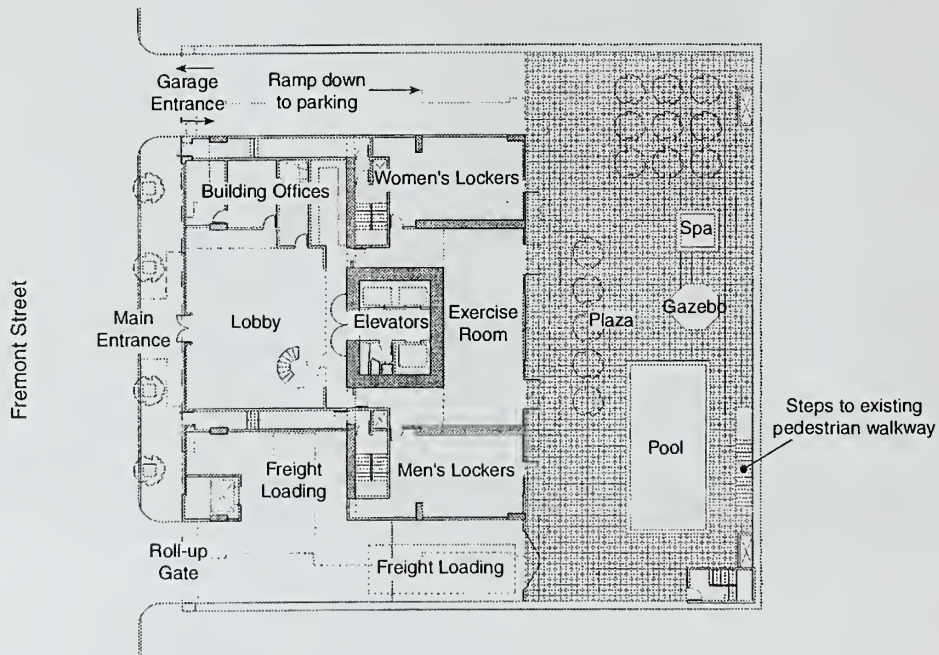


Source: Theodore Brown & Partners, Inc.

PROPOSED SITE PLAN FIGURE 2



Second Level



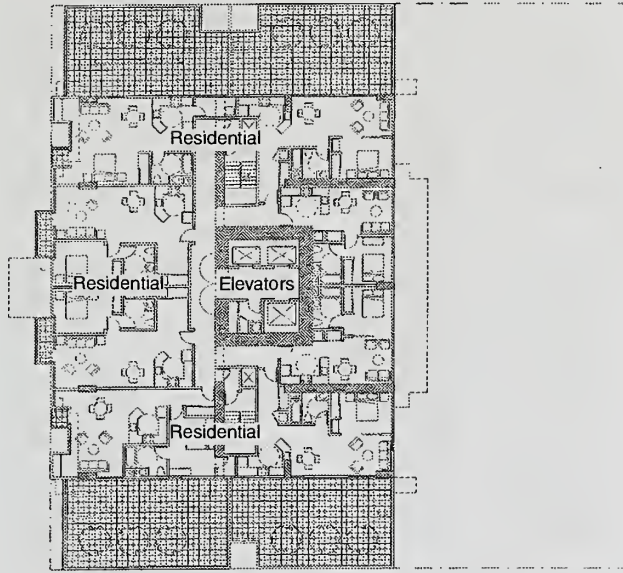
Plazo Level



Source: Theodore Brown & Partners, Inc.

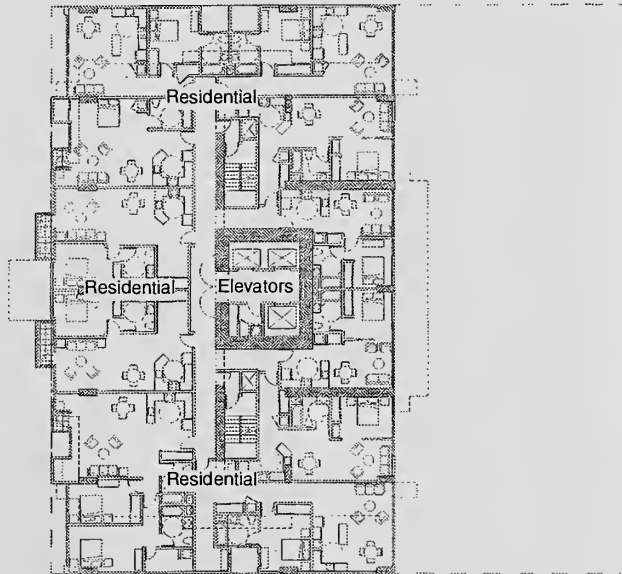
PROPOSED FLOOR PLANS FIGURE 3

Fremont Street



Fifth Level

Fremont Street



Third and Fourth Level (Typical)

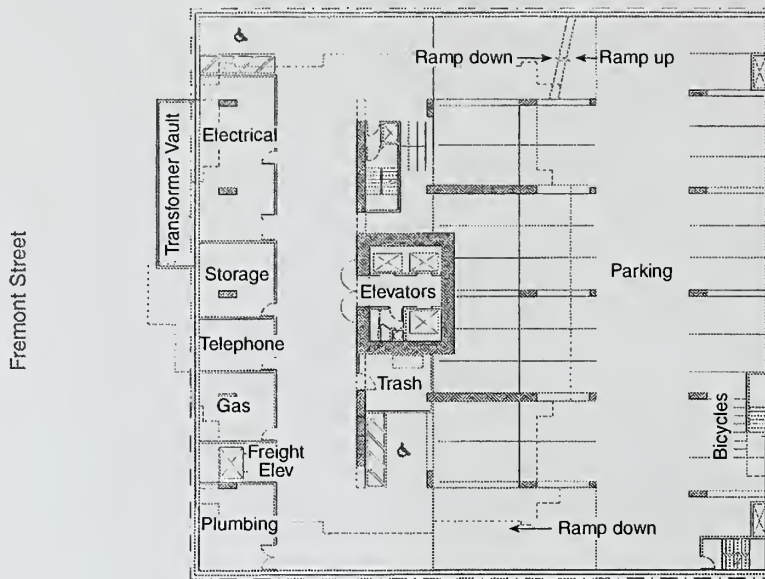


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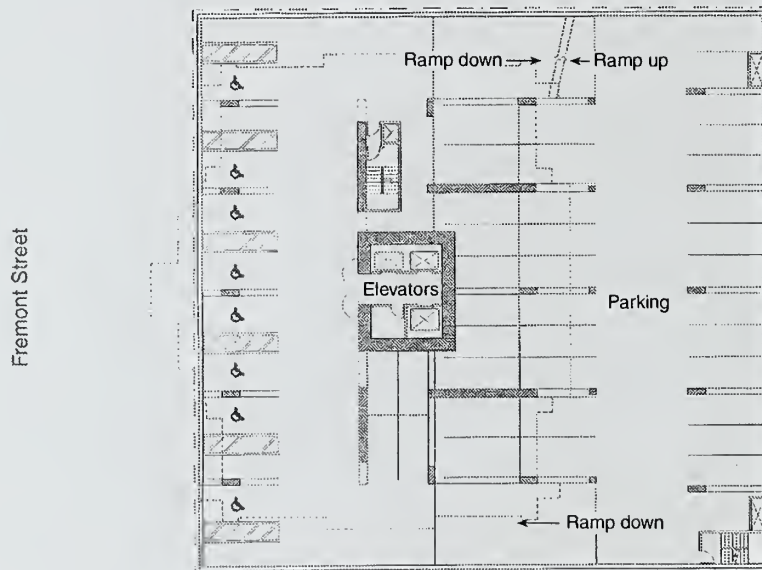
30 ft (APPROXIMATE)

Source: Theodore Brown & Partners, Inc.

PROPOSED FLOOR PLANS FIGURE 4



Parking
Level One

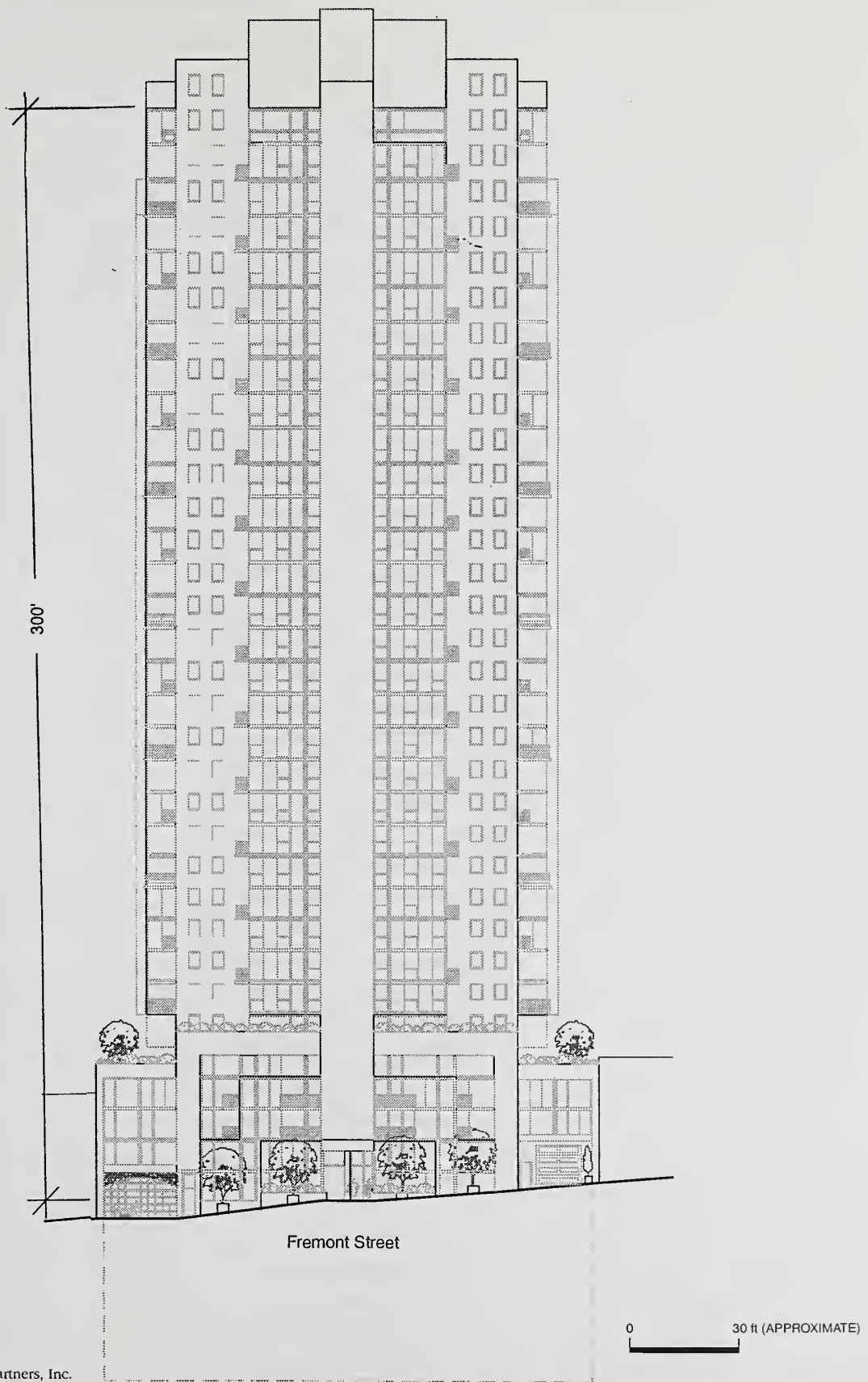


Parking
Level Two



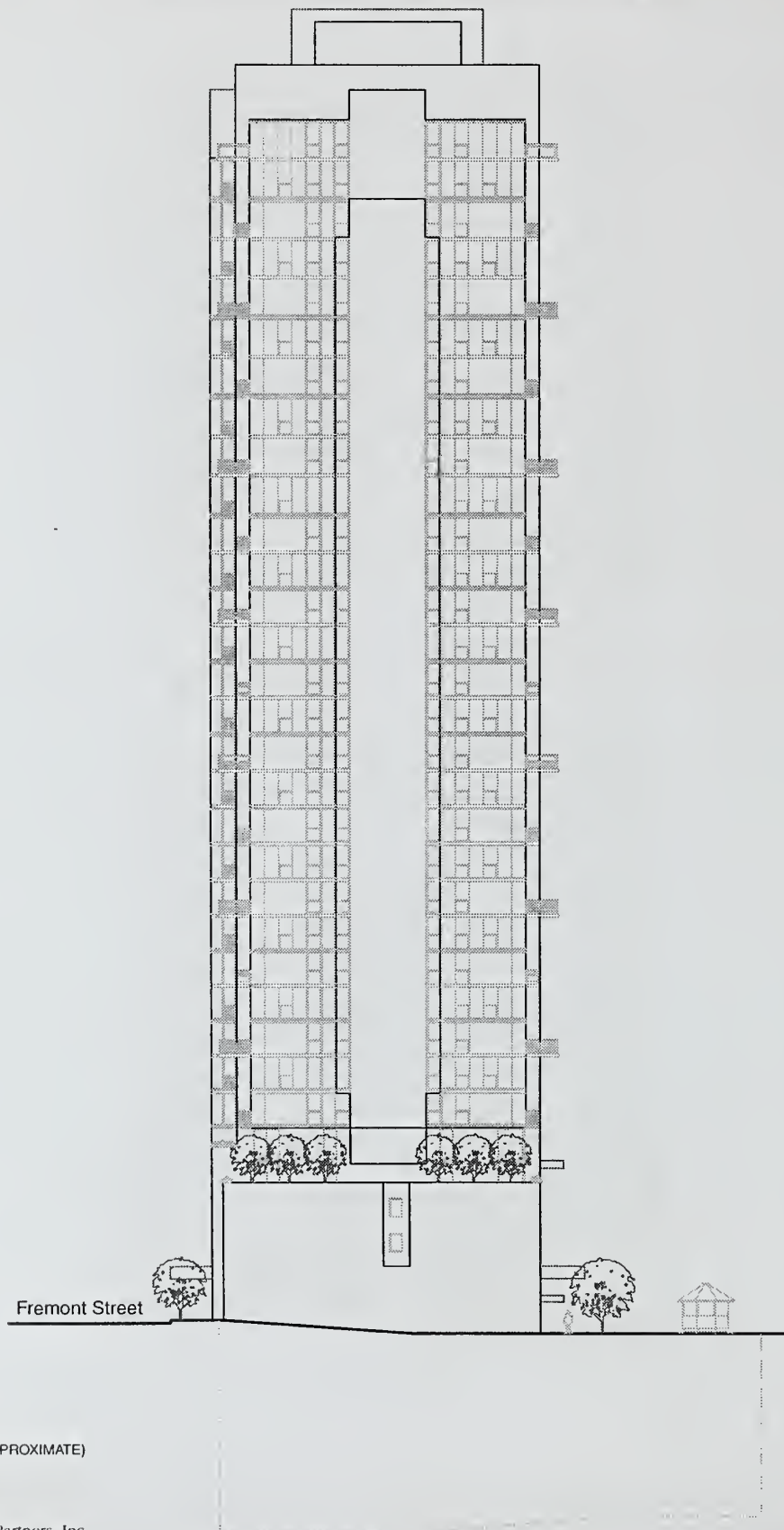
Source: Theodore Brown & Partners, Inc.

PROPOSED GARAGE FLOOR PLANS FIGURE 5



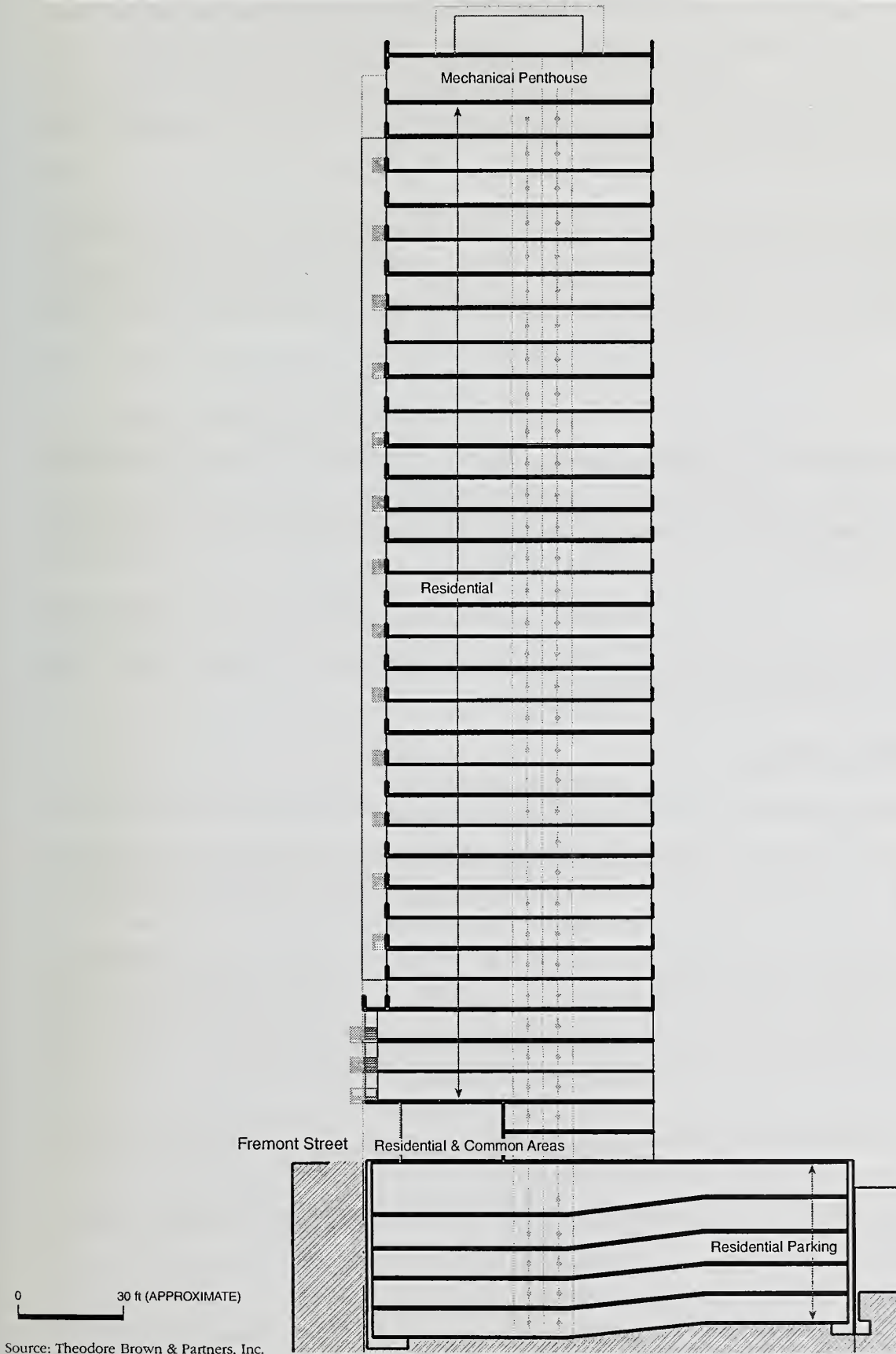
Source: Theodore Brown & Partners, Inc.

PROPOSED FREMONT STREET (WEST) ELEVATION FIGURE 6



Source: Theodore Brown & Partners, Inc.

PROPOSED SOUTH ELEVATION **FIGURE 7**



PROPOSED BUILDING SECTION FIGURE 8

The frontage on Fremont Street is 137½ feet. Vehicular access to the parking garage would be from Fremont Street on the north side of the building. The 250-space garage would also contain 13 bicycle spaces. There would be two loading docks on the south side of Fremont Street. Development of the site would require excavation of approximately 27,800 cubic yards of soil for footings and foundation. The project foundation would be concrete matting.

The site is within the existing Rincon Hill Special Use District/Residential Sub-District. The project site is in a RC-4 (Residential/Commercial High-Density District), and a 250-R Height and Bulk District. The Planning Department is currently working on a proposal for the rezoning of the Rincon Hill area (see discussion below at the top of page 12).

The project would require the following actions, with acting bodies shown in italics:

- Conditional Use Authorization for building taller than 40 feet in a R (residential) District. *Planning Commission approval*
- Amend Planning Code Zoning Maps to increase height limit from 250 to 300 feet for Block 3747, Lot 6. *Planning Commission for recommendation, Board of Supervisors approval*

Project construction would take about 24 months and would be completed in Spring of 2006. The project construction cost is estimated at \$22 million. The project sponsor is Brownbrew LLC, and the project architect is Theodore Brown & Partners, Inc.

B. PROJECT SETTING

The project site is on the north slope of Rincon Hill. It slopes up toward Harrison Street and down toward Beale Street. San Francisco Bay and the Embarcadero are approximately three-and-a-half blocks (about 600 feet) east of the project site, and the San Francisco-Oakland Bay Bridge is one block south with a freeway off-ramp on Fremont Street. The site is in the southeastern portion of Downtown San Francisco with the San Francisco Transbay Terminal to the north and Hills Plaza and The Embarcadero to the east. The South of Market neighborhood is to the west and south. The Rincon Point-South Beach Redevelopment Area is three blocks northeast of the site and one block southwest of the site. The proposed Transbay Redevelopment Project Area is directly north of Folsom Street.

In addition to the project site, the project block is occupied by several residential, office, and institutional uses which are mixed, with a variety of building types and sizes, ranging from one to 20 stories, including residential, office, wholesale and retail, warehouse, light industrial, auto service, parking, and institutional/social service.

II. SUMMARY OF POTENTIAL ENVIRONMENTAL EFFECTS

A. EFFECTS FOUND TO BE POTENTIALLY SIGNIFICANT

The proposed 375 Fremont Street residential development project is examined in this Initial Study to identify potential effects on the environment. On the basis of this study, project-specific effects and cumulative impacts that relate to land use, population, visual quality and urban design, wind, transportation, and historic architectural resources have been determined to be potentially significant, and will be analyzed in an Environmental Impact Report (EIR). In addition, the EIR will provide additional discussion of shadows for informational purposes, although the impacts are determined in this Initial Study to be less than significant. Topics noted “To Be Determined” mean that discussion in the EIR will enable a determination of whether or not there would be a significant impact.

B. EFFECTS FOUND NOT TO BE SIGNIFICANT

The following potential environmental effects were determined either to be less than significant or to be reduced to a less-than-significant level through mitigation measures included in the Initial Study and project. These items are discussed in Section III below, and require no environmental analysis in the EIR: housing, glare, air quality, noise, utilities/public services, biology, geology/topography, water, energy/natural resources, hazards, and historic cultural resources.

III. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

A. COMPATIBILITY WITH ZONING, PLANS AND POLICIES

N/A

Discussed

1. Discuss any variances, special authorizations, changes proposed to the City Planning Code or Zoning Map, if applicable.
2. Discuss any conflicts with any other adopted environmental plans and goals of the City or Region, if applicable.



The 375 Fremont Street project would require review by the Planning Commission, the Department of Public Works, and the Board of Supervisors in the context of the *San Francisco General Plan* and other relevant plans. The City's *General Plan*, which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. Applicable area plans and elements of the *General Plan* include the Rincon Hill Plan, the Urban Design Element, the Residence Element, and the Commerce and Industry Element.

In general, potential conflicts with the *General Plan* are considered by decision makers independently of the environmental review process, as part of the decision whether to approve or disapprove a proposed project. Any potential conflict not identified here could be considered in that context, and would not alter the physical environmental effects of the proposed project.

If the project, on balance, were to have substantial conflicts with the *General Plan* objectives and policies, it could not be approved. Plans and Policies will be discussed in the EIR. The Planning Department is currently working on a proposal for the rezoning of the Rincon Hill area. The Planning Department proposes to replace the *San Francisco Planning Code's (Planning Code)* Rincon Hill Special Use District (*Planning Code* Section 249.1) with a new Rincon Hill Mixed Use District, which would increase height limits, revise the "R" bulk district, amend the Rincon Hill Area Plan of the *General Plan*, and make other *General Plan* and zoning changes in the Rincon Hill area. The EIR will evaluate the proposed project's compliance with existing zoning controls and the proposed Rincon Hill Mixed Use District controls.

The *Planning Code*, which incorporates by reference the City's Zoning Maps, governs permitted uses, densities, and the configuration of buildings within San Francisco. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless either the proposed project conforms to the *Planning Code*, or an exception is granted pursuant to provisions of the *Planning Code*. The project would require Conditional Use Authorization by the Planning Commission for a building taller than forty feet in a R (Residential) District, and a zoning reclassification by the Planning Commission and the Board of Supervisors for the change from a 250-R to a 300-R Height and Bulk District.

In November 1986, the voters of San Francisco approved *Proposition M, the Accountable Planning Initiative*, which added Section 101.1 to the *Planning Code* to establish eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; maximization of earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project that requires an Initial Study under the California Environmental Quality Act (CEQA), and prior to issuing a permit for any demolition, conversion, or change of use, and prior to taking any action which requires a finding of consistency with the *General Plan*, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. The case reports for the conditional use authorization and the zoning reclassification and/or subsequent motion for the Planning Commission or Board of Supervisors will contain the analysis determining whether the proposed project is in compliance with the Priority Policies.

The Planning Commission must certify the EIR as a complete and accurate environmental document for the project prior to taking any approval actions. The relationship of the project to *Planning Code* requirements will be described in the EIR.

B. ENVIRONMENTAL EFFECTS

Except for the categories of land use, population, visual quality and urban design, transportation, wind, and historic architectural resources, the items on the Initial Study Environmental Evaluation Checklist have been checked "No," indicating that, upon evaluation, staff has determined that the proposed project could not have a significant adverse environmental effect. For items where the conclusion is "To Be Determined," the analysis will be included in the EIR. Several of the Checklist items have been checked "Discussed," indicating that the Initial Study text includes discussion about that particular issue. For all of the items checked "No" without a discussion, the conclusions regarding potential significant adverse environmental effects are based on field observation, staff and consultant experience and expertise on similar projects, and/or standard reference material available within the Planning Department, such as the Department's *Transportation Guidelines for Environmental Review*, or the California Natural Diversity Data Base and maps, published by the California Department of Fish and Game. For each Checklist item, the evaluation has considered both the individual and cumulative impacts of the proposed project.

1.

Land Use - Could the project:

Yes

No

Discussed
- a.

Disrupt or divide the physical arrangement of an established community?

☐

☒

☒
- b.

Have any substantial impact upon the existing character of the vicinity?

To Be Determined

As noted in the project description, the project site is within the Rincon Hill Special Use District/ Residential Sub-District. The zoning is RC-4 (Residential/Commercial High-Density), and the project site is in a 250-R Height and Bulk District.

The project site is about two blocks south of the Transbay Terminal, three blocks south of the Financial District, four blocks west of The Embarcadero, and about five blocks east of Moscone Convention Center. The Bay Bridge is about one block south of the site. One block southwest of the site, at First and Harrison Streets, is an on-ramp to the Bay Bridge. South of the project site, an elevated bus ramp extends in a north-south direction, leading from the Bay Bridge to the Transbay Terminal, located at First and Mission Streets. The area under the ramp is used for public parking from Folsom Street to north of Howard Street; the parking will be displaced for several years during the Bay Bridge Retrofit construction project.

Land uses in the vicinity of the project site consist of primarily residential uses to the east, including the 19-story, 226-unit Avalon Towers (at 388 Beale Street), and primarily office and commercial uses to the north, south and west. The project area is in transition between the high-rise office above retail use in

the Downtown Commercial District and high-rise residential above office/retail use in the Rincon Hill Plan area. Currently, there is surface parking along the north side of Folsom Street from west of First Street to east of Beale Street on the site of the former Embarcadero elevated freeway.

Adjacent to the project site, to the south, is an automotive repair shop (385 Fremont Street), and the Apostleship of the Sea building (a residential recovery center for substance abusers run by the Catholic church, 399 Fremont Street) at the corner of Fremont and Harrison Streets. Adjacent to the project site to the north is a one- and two-story warehouse/office space (333 Fremont Street), and two three-story office spaces (323 and 325 Fremont Street, respectively). At the corner of Fremont and Folsom Streets is the E.M. O'Donnell Copper Works three-story office building (353 Folsom Street).

To the west across the street from the project site at the corner of Harrison and Fremont Streets is a two-story computer technology office building (390 Fremont Street), a four-story Marine Cooks and Stewards Union building (350 Fremont Street), a three-story Marine Engineers Union building with surface parking areas (340 Fremont Street), and the approximately 12-story, windowless PG&E substation at the corner of Folsom and Fremont Streets.

Directly to the east of the project site, facing Beale Street, is the North Avalon Tower, which together with the adjacent South Tower is a 226-unit residential building with ground-floor retail uses (388 Beale Street). Adjacent to the North Tower and north of the project site, facing Folsom and Beale Streets (at 300 Beale Street), is the 59-unit Embarcadero Lofts building with ground-floor retail.

Land uses to the northwest of the project site along Folsom Street include the historic one-story Edwin Klockars Blacksmith Shop (City Landmark Number 149) and 301 First Street, a high-rise residential and mixed-use building complex currently under construction at the southeast corner of Folsom and First Streets.

To the west of the project site along First Street are several two- to six-story office, residential and live/work buildings, several of which have ground-floor retail or restaurant/bar uses. On the northwest corner of Harrison and First Streets is a gas station.

The existing site is developed with a two-story, concrete-framed office building with a basement that becomes a third story on the north side due to the slope of Fremont Street. There is a small driveway on the north side of the building that allows vehicular access to six parking spaces.

Land use impacts are considered to be significant if they disrupt or divide the physical arrangement of an established community, or if they have a substantial impact upon the existing character of the vicinity. The proposed project would increase the density of population and amount of vehicles on the site;

however, it would be similar to the surrounding existing and proposed high-rise residential development. The project would further extend the Rincon Hill Residential Sub-District north of Harrison Street, as envisioned in the Rincon Hill Area Plan (such as Avalon Towers), and would not be of such a size or magnitude that it would significantly alter the prevailing character of the area

While the proposed project would represent a large development at this site, the project would not amount to a significant adverse land use impact. The project would not disrupt or divide the physical arrangement of existing uses and activities that surround it. Those surrounding uses and activities would continue on their own sites and would interrelate with each other as they do at present, without significant disruption from the proposed project.

In conclusion, the proposed project would not result in specific significant adverse land use impacts, however, the cumulative change to the land use in the Rincon Hill area could be potentially significant. The proposed Rincon Hill Area Plan would call for a higher density of high-rise housing that would move closer to the downtown and Transbay area. The EIR, will discuss the cumulative effect of changes to the existing land use.

	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
2. <u>Visual Quality</u> - Could the project:			
a. Have a substantial, demonstrable negative aesthetic effect?			<u>To Be Determined</u>
b. Substantially degrade or obstruct any scenic view or vista now observed from public areas?			<u>To Be Determined</u>
c. Generate obtrusive light or glare substantially impacting other properties?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Aesthetics and Urban Design

Aesthetics and urban design are subjective fields, and individuals may hold differing opinions about the aesthetic design of any proposed project. The proposed project design is intended to complement immediately surrounding buildings in terms of design and materials; however, the building, at 33 stories above ground, would be taller than neighboring buildings (19-story Avalon Towers to the east and the two-story adjacent buildings on Fremont Street).

Due to the size of the proposed project and the potential visibility of the proposed new construction, the EIR will include visual simulations and a more detailed discussion of aesthetic effects.

Views

The project block surrounding the site is part of the Rincon Hill, and existing development and topography in this area permits only short- and medium-range views from streets and sidewalks. Views currently available to the public along parts of Fremont Street and sidewalks near the project site are of the downtown skyline and surface parking area to the north of Folsom Street and the Bay Bridge and ramps to the south. There are public views of the project area available to motorists from parts of the upper deck of the Bay Bridge. The project, however, would not block any publicly accessible scenic views or vistas. Views from Harrison or Fremont Streets may be partially blocked by the proposed construction, although this effect would be limited by the fact that the area already contains high-rise buildings and the area is planned for additional large residential buildings.

Existing views from within private buildings in the area may include the hills to the west, the downtown skyline to the north, the bay to the east, and the Bay Bridge and ramps to the south. Some of these existing views could be obscured or blocked by the proposed project. Due to the height and configuration of the proposed new construction, the EIR will include a more detailed discussion of effects on views.

Light and Glare

Additional light would be introduced by the proposed project that would include nighttime illumination and outdoor lighting typical of multi-residential buildings in the City. The project would comply with Planning Commission Resolution No. 9212, which prohibits the use of mirrored or reflective glass. The proposed project would not contain mirrored or reflective glass and the building would not result in glare affecting other properties. The EIR will, therefore, not discuss light and glare.

The EIR will discuss the project's design, appearance, possible effects on views and its relation to the scale of surrounding development.

	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
3. <u>Population</u> - Could the project:			
a. Induce substantial growth or concentration of population?	<u>To Be Determined</u>		
b. Displace a large number of people (involving either housing or employment)?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
c. Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

The proposed residential development would be consistent with the Rincon Hill Plan, which calls for high-density residential uses because the area is close to Downtown San Francisco. A majority of the people living in the Rincon Hill residential area could conceivably be employed in Downtown San Francisco, and could easily walk to work from home.

According to the project sponsor, the development would support about 5 parking, janitorial, maintenance and building management employees. Currently, approximately 25 employees work in the existing office building on the site. The project would therefore result in a net decline of about 20 jobs on the project site. The three existing businesses would likely relocate in the City or greater Bay Area. Because the existing employees would probably relocate with their employers, the amount of employee displacement would not be significant.

San Francisco is the central city (and most urban place) in an attractive region. The San Francisco Bay Area is known for its agreeable climate, open space, recreational opportunities, cultural amenities, a strong and diverse economy, and prominent educational institutions. As a regional employment center, San Francisco attracts people who want to live close to where they work. These factors continue to support a strong demand for housing in San Francisco. Providing new housing to meet this strong demand is particularly difficult because the amount of land available is limited and land and development costs are relatively high. For these reasons, San Francisco consistently ranks as one of the most expensive housing markets in the United States.

During the period of 1990-2000, the number of new housing units completed citywide ranged from a low of about 350 units (1993) to a high of about 2,100 units (1990) per year. The citywide annual average over that 11-year period was about 1,130 units.²

In March 2001, the Association of Bay Area Governments (ABAG) projected regional needs in the Regional Housing Needs Determination (RHND) 1999-2006 allocation. The jurisdictional need of the City for 2006 is 20,370 dwelling units or an average yearly need of 2,546 net new dwelling units. The 250 units in the proposed project would help to satisfy this need.³

As stated above, there is substantial demand for new residential units in San Francisco. Based on household density factors⁴ of about 1.35 persons per dwelling unit, the proposed development is estimated to accommodate approximately 340 people. Currently, there are no residential units on the site; substantial amounts of new residential units have been built recently or are under construction in the Rincon Hill area, including the recently occupied Avalon Towers on Beale Street, the 350 units recently approved at First and Folsom Streets, and the 245 units under construction at 400 Beale Street. While potentially noticeable to immediately adjacent neighbors, the increase in the number of residents

² City and County of San Francisco Planning Department, *Draft Housing Element of the General Plan*, February 2003, page 29.

³ *Ibid*, page 1

⁴ City and County of San Francisco Planning Department and San Francisco Redevelopment Agency, *Mission Bay Final Subsequent EIR*, Planning Department File No. 96.771E, SCH No. 97092068, Vol. IV, Appendices, Table C.6, p. C.4 certified September 17, 1998.

on the project site would not substantially increase the area-wide population, and the resulting density would not exceed levels that are common and accepted in high-density urban areas such as San Francisco. The project-generated population would not be a significant impact, however, the project would incrementally contribute to the over all cumulative population growth of the Rincon Hill area. The EIR will analyze the potential impact of the project's contribution to the substantial population growth projected for this area.

	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
4. <u>Transportation/Circulation</u> - Could the project:			
a. Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?			<u>To Be Determined</u>
b. Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards?			<u>To Be Determined</u>
c. Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?			<u>To Be Determined</u>
d. Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?			<u>To Be Determined</u>

The proposed project would include 250 parking spaces in a five-level parking garage for residents. The increase in residents on the project site would result in increased demands on the local transportation system, including increased traffic, transit demand, and parking demand. The EIR will discuss project effects related to transportation and circulation, including intersection operations, transit demand, and impacts on pedestrian circulation, parking, bicycles, and freight loading as well as construction impacts. The analysis will take into account the potential development occurring in the project vicinity.

	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
5. <u>Noise</u> - Could the project:			
a. Increase substantially the ambient noise levels for adjoining areas?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
b. Violate Title 24 Noise Insulation Standards, if applicable?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
c. Be substantially impacted by existing noise levels?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Ambient noise levels in the vicinity of the project site are typical of noise levels in urban San Francisco. Outdoor noise in the vicinity of the project area includes numerous potential sources of noise. The most significant existing source of noise throughout most of San Francisco is vehicular traffic, including trucks, cars, buses, and emergency vehicles. This is especially true of the project area because of the proximity of Interstate 80/Bay Bridge connection routes, and the Transbay Transit Terminal bus ramps.

Non-traffic noise sources in the area include temporary construction noise due to other projects in the vicinity. The nearest noise-sensitive receptors to the project site are residential uses, including the 301 First Street project under construction, the Embarcadero Lofts (300 Beale), Avalon Towers (388 Beale), and Bridge View Towers on Beale Street (400 Beale), and the Bay Crest Residential building on Harrison Street (201 Harrison). Residences are also located on Guy and Lansing Streets about one block west of the project site, and at Hills Plaza (345 Spear Street), about two blocks east of the project site.

Effects on Ambient Noise Levels

Construction Noise

Project construction would increase noise levels in areas surrounding the project site. Construction noise levels would fluctuate depending on construction phase, equipment type and duration of use, distance between noise source and listener, and presence or absence of barriers between noise source and listener. Construction activities associated with the project construction potentially could include excavation and hauling, foundation construction, steel erection, and finishing. The buildings would probably have a mat foundation; therefore pile driving would not be likely to occur. Construction activities would be temporary and intermittent and would occur at different times through the phases of project construction. Construction would extend for about 24 months: approximately 2 months would be devoted to excavation, 2 months would be devoted to foundation work, and 20 months would be devoted to erection and finishing. The noisiest construction periods would be during demolition of the existing building, excavation, and erection of the steel-frame tower (the first eight to ten months of construction). Throughout the construction period there would be truck traffic to and from the site, hauling away excavated materials, or delivering building materials. It is anticipated that the construction hours would be normal working hours during the week, with possible limited work during nights or weekends.

Construction of other nearby projects, such as the proposed high-rise residential towers at 301 First Street, 40-50 Lansing Street, and the Bay Bridge retrofit, that coincide with construction of the proposed development would temporarily increase the overall noise levels in the immediate vicinity of construction activities, as the noise intensity would be greater with a larger number of noise sources. Additionally, several projects are proposed directly adjacent to the project site (333 Fremont Street to the north and 385 Fremont Street to the south), and in the Rincon Hill area (201 Folsom Street, 300 Spear Street and 425 First Street).

Construction noise is regulated by the San Francisco Noise Ordinance (Article 29 of the Police Code). The ordinance requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80 dBA⁵ at a distance of 100 ft. from the source. Impact tools, such as

⁵ dBA is a measure of sound in units of decibels (dB). The “A” denotes the A-weighted scale, which simulates the response of the human ear to various frequencies of sound.

jackhammers and impact wrenches, must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the Ordinance prohibits construction work between 8:00 p.m. and 7:00 a.m., if noise would exceed the ambient noise level by 5 dBA at the project property line, unless a special permit is authorized by the Director of Public Works. The project demolition and construction operations would comply with the Noise Ordinance requirements. Compliance with the Noise Ordinance is required by law and would reduce any impacts to a less-than-significant level. Based on the above analysis, no analysis of construction noise will be presented in the EIR.

Traffic Noise

Generally, traffic must double in volume to produce a noticeable increase in noise levels. Traffic volumes would not be expected to double as a result of the project; therefore, substantial increases in traffic noise levels would not be anticipated in the project area.⁶ Traffic noise will not be analyzed in the EIR.

Building Equipment Noise

The proposed project would include mechanical equipment, such as air conditioning units and chillers, which could produce operational noise. These operations would be subject to the San Francisco Noise Ordinance, Article 29, Section 2909, which limits noise from building operations. Substantial increases in the ambient noise level due to building equipment noise would not be anticipated. Therefore, the EIR will not discuss building equipment noise.

Interior Noise Levels

Residential uses would be included in the proposed development. The noise insulation requirements of Title 24 of the California Code of Regulations apply to residential occupancies. Title 24 requires insulation sufficient to limit interior noise levels to 45 dBA or less at night. The Department of Building Inspection would review the final building plans to insure that the building wall and floor/ceiling assemblies meet state standards regarding sound transmission.

The existing background noise levels in the project area are typical of noise levels in urban San Francisco. The existing noise would be occasionally noticeable within the proposed buildings and would dominate the noise environment of the proposed project's open space. Because the proposed development would comply with the Title 24 noise insulation requirements, the existing noise environment would not negatively affect occupant use. Based on this information, the effect of existing noise levels on the proposed development will not require analysis in the EIR.

⁶ LCW Consulting, *Draft 375 Fremont Street Transportation Study, Case No. 2002.0449!*, June 11, 2003, pages 25, 32, and 33. This report is available for public review by appointment in Project File No.2002.0449E at the Planning Department, 1660 Mission Street, Suite 500, San Francisco, CA.

	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
6. <u>Air Quality/Climate</u> - Could the project:			
a. Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
b. Expose sensitive receptors to substantial pollutant concentrations?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
c. Permeate its vicinity with objectionable odors?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
d. Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?			<u>To Be Determined</u>

Air quality impacts from a project, such as the proposed residential building, result from project construction and operation. Construction emissions, primarily criteria air pollutants emitted by construction vehicles, would have a short-term effect on air quality. Operational emissions, generated by project-related traffic and by combustion of natural gas for building space and water heating, would continue to affect air quality throughout the lifetime of the project.

Construction Emissions

Construction activities of the proposed residential project would involve demolition of the existing building, excavation and grading operations, and wind blowing over exposed earth. There would be about 27,800 cubic yards of fill removed for the foundation and below-grade parking garage, which would generate exhaust emissions and fugitive particulate matter emissions that would temporarily affect local air quality. Construction activities would not involve burning of any materials and would not create objectionable odors. The construction activities would temporarily affect local air quality for a period of six months. Fine particulate matter of 10 microns or less (PM₁₀) is the pollutant of greatest concern with respect to construction activities.⁷ PM₁₀ emissions can result from a variety of construction activities, including excavation, grading, demolition, vehicle travel on paved and unpaved surfaces, and vehicle and equipment exhaust. More of a nuisance than a hazard for most people, this dust could affect persons with respiratory diseases, as well as sensitive electronic or communications equipment. Consistent with Bay Area Air Quality Management District (BAAQMD) CEQA Guidelines, construction-period air emissions are considered less than significant if effective control measures are implemented such as those listed in Mitigation Measure 1, which would require all debris to be covered

⁷ Bay Area Air Quality Management District, *BAAQMD CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans*, December 1999.

and to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants. Implementation of Mitigation Measure 1 would therefore reduce potential construction air quality impacts to a less-than-significant level.

Operations Emissions

Project operation would affect local air quality by increasing the number of vehicles on nearby roads and at the project site, and by introducing stationary emissions to the project site. Transportation vehicles are the primary source of operational project-related emissions.⁸ Stationary source emissions, generated by combustion of natural gas for building space and water heating, would be less than significant. The operation of a project would have a significant effect on the environment with respect to air quality if it would violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation, or expose sensitive receptors to substantial pollutant concentrations. The BAAQMD specifies the significance criteria as follows⁹: (1) the project impacts would be considered significant if they cause operation-related emissions equal to or exceeding an established threshold of 80 pounds per day of reactive organic gases (ROG, also known as reactive hydrocarbons), nitrogen oxides (NO_x including NO₂),¹⁰ or PM₁₀, (ozone precursors), or cause carbon monoxide (CO) concentrations to exceed the state ambient air quality standards of more than 550 pounds per day of emissions; and (2) the project impacts would also be considered to have a significant contribution to cumulative regional air quality effects if the project operational emissions exceed these standards.

Project-related traffic may result in areas with high concentrations of carbon monoxide around stagnation points such as major intersections and heavily traveled and congested highways. The BAAQMD has identified three threshold standards, any one of which would require the estimation of local carbon monoxide concentrations¹¹:

- Project-related vehicle CO emissions would exceed 550 pounds per day;
- Project-generated traffic would impact intersections or roadway links operating at Level of Service (LOS) D, E, or F or would cause LOS to decline to D, E, or F; and
- Project-generated traffic would increase traffic volumes on nearby roadways by ten percent or more.

⁸ *Ibid.*

⁹ *BAAQMD CEQA Guidelines, op. cit.*

¹⁰ Nitrogen Oxides are a class of pollutants comprised of N and O. Of the several nitrogen oxides, only one (NO₂) is considered a primary pollutant with a specific AQ standard. All nitrogen oxides are contributors to ozone formation.

¹¹ *BAAQMD CEQA Guidelines, op. cit.*

Project emissions were calculated to be 172 pounds/day of carbon monoxide from project-generated vehicles would not exceed the BAAQMD criterion of 550 pounds/day.¹² Project traffic would not increase traffic volumes by ten percent.¹³ Project traffic, however, would contribute to the traffic delays at intersections currently operating at LOS F.¹⁴ Therefore, since one of the BAAQMD criterion for modeling was met, the CO concentrations at the three qualifying intersections were estimated using a screening form of the computer model developed by the California Department of Transportation, CALINE-4.

CO concentrations are localized and strongly dependent on local traffic volumes and operating conditions. Table 1 below shows predicted one-hour and eight-hour averaged CO concentrations at the three study intersections that meet the BAAQMD criteria for modeling. The data is for worst-case intersections, at the edge of the curb immediately adjacent to traffic. Concentrations at other locations further from the roadway would be less than those shown in Table 1 on the following page. For the study intersections, the estimated CO concentrations with project-generated traffic would be below the applicable state/federal standards (20 parts per million [ppm] for the 1-hour standard and 9 ppm for the 8-hour standard), and would be a less-than-significant impact.

Concentrations in 2015 would be below current levels, despite increased traffic, due to gradually declining emission rates for vehicles and background concentrations as older, more polluting vehicles are retired and replaced with lower-emitting vehicles.

The proposed parking garage would be another area of increased carbon monoxide due to slow vehicle travel and vehicle idling. The density of emissions would be far below that occurring at street intersections near the project site. The *San Francisco Building Code* sets requirements to ensure adequate ventilation and avoid accumulation of pollutants and explosive gasoline vapors and would ensure that public exposure to garage exhausts would not represent a significant impact.

¹² A computer program, the URBEMIS-7G, developed by the California Air Resources Board, was applied to project daily trip generation under winter conditions (the time of maximum CO concentrations) to estimate total project-related carbon monoxide emissions.

¹³ LCW Consulting, *375 Fremont Street Transportation Study*, op.cit.

¹⁴ *Ibid*

<p align="center">Table 1 Existing and Projected Curbside Carbon Monoxide Concentrations at Selected Intersections*</p>									
Intersection	Existing (2001)			Existing + Project (2001)			Cum. + Project (2015)		
	LOS	1-Hour	8-Hour	LOS	1-Hour	8-Hour	LOS	1-Hour	8-Hour
Folsom/First	F	8.7	5.9	F	8.9	6.0	F	6.6	4.5
Harrison/First	F	8.3	5.6	F	8.7	5.9	F	6.5	4.4
Harrison/Fremont	D	8.8	6.0	D	9.2	6.2	F	6.8	4.6
Most Stringent Standard	—	20.0	9.0	—	20.0	9.0	—	20.0	9.0

* Calculations were made using a screening procedure contained in the *BAAQMD CEQA Guidelines*. Background concentrations of 6.3 ppm (1-hour) and 4.2 ppm (8-hour) were calculated using 1992 isopleths of carbon monoxide concentration and rollback factors for the year 2002 developed by the BAAQMD. Background concentrations of 5.2 ppm (1-hour) and 3.5 ppm (8-hour) were calculated using 1992 isopleths of carbon monoxide concentration and rollback factors for the year 2015 developed by the BAAQMD. The one-hour state standard is 20 ppm, the one-hour federal standard is 35 ppm, and the eight-hour state and federal standards are 9 ppm. Emission factors were derived from the California Air Resources Board EMFAC7G computer model (Version 1.0c).

Source: Don Ballanti, Certified Consulting Meteorologist.

The proposed project would not exceed the BAAQMD standards, contribute substantially to an existing or projected air quality violation, or expose sensitive receptors to substantial pollutant concentrations. Therefore, air quality impacts, including project construction and local and regional impacts of project operation would not be consistent, and will not be analyzed in the EIR.

Odors

The proposed project would be a residential development with parking, and would not be the type of use that would permeate the vicinity with objectionable odors. Therefore, the EIR will not discuss this issue.

Shadow

The proposed 375 Fremont Street project would replace a two-story building with a 33-story high-rise building. This would increase the amount of shadow on area streets and sidewalks at certain times of the day and year. Section 295 of the *Planning Code* was adopted in response to Proposition K (passed in November 1984) in order to protect certain public open spaces from shadowing by new structures during the period between one hour after sunrise and one hour before sunset, year-round. Section 295 restricts new shadow upon public spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet unless the Planning Commission finds the impact to be insignificant. To determine whether this project would comply with Section 295, a shadow fan analysis was prepared by the Planning Department, which concluded that project-generated shadow would not reach any Proposition K protected properties (a copy of this report is available for review by appointment in Project File No. 2002.0449K at the Planning Department, 1660 Mission Street, Suite 500, San

Francisco). The proposed building, however, would at times shade portions of Fremont Street, as well as the sidewalks adjacent to the project site along these streets. The proposed building also would cast shadows on buildings on the west side of Fremont Street during the morning hours. The new shadows created by the project would not exceed levels commonly expected in urban areas, and would not be considered significant. The EIR, however, will discuss project shadow and cumulative shadows from other proposed projects in the vicinity for informational purposes.

Wind

Large buildings can redirect wind flows around and down to street level, resulting in increased wind speed and turbulence at street level. To provide a comfortable wind environment for San Franciscans, the City established specific comfort criteria for evaluation of proposed buildings. The *Planning Code* specifically outlines these criteria for the Downtown Commercial (C-3) Districts and for Rincon Hill, Van Ness Avenue, and part of the South of Market Area (*Planning Code*, Sections 148, 249.1(b)(3), 243(c)(9), 263.11(c)). The project site is in the Rincon Hill Special Use District. The pedestrian comfort criteria in Section 148 of the *Planning Code* are based on pedestrian-level wind speeds that include the effects of turbulence. These adjusted wind speeds are referred to as “equivalent wind speeds.” Section 148 establishes an equivalent wind speed of seven miles per hour in seating areas and 11 miles per hour in areas of substantial pedestrian use as comfort criteria. New buildings and additions to buildings may not cause ground-level winds to exceed these levels more than ten percent of the time year round between 7:00 a.m. and 6:00 p.m. If existing wind speeds exceed the comfort level, new buildings and additions must be designed to reduce ambient wind speeds to meet these requirements. An exception to this requirement may be permitted but only if and to the extent that the project sponsor demonstrates that the building or addition cannot be shaped or wind baffling measures cannot be adopted without unduly restricting the development potential of the building site in question.

Section 148 of the *Planning Code* also establishes as a hazard criterion an equivalent wind speed of 26 miles per hour for a single full hour per year. No building or addition would be permitted that would cause wind speeds to exceed the hazard level for more than one hour of any year. The EIR will analyze the project’s effects on existing wind conditions. A wind tunnel test will be performed and the effects of the project will be compared to the applicable criteria.

	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
7. <u>Utilities/Public Services</u> - Could the project:			
a. Breach published national, state or local standards relating to solid waste or litter control?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
b. Extend a sewer trunk line with capacity to serve new development?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
c. Substantially increase demand for schools, recreation or other public facilities?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
d. Require major expansion of power, water, or communications facilities?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

The proposed project would increase demand for and use of public services, but not in excess of amounts expected and provided for in this area.

Solid Waste

San Francisco's solid waste is disposed of at the Altamont Landfill. A substantial expansion of the landfill was approved in 1997 that will be able to accommodate San Francisco's solid waste stream well into the future. The solid waste associated with the project construction and operation would not substantially affect the projected life of the Altamont Landfill, and no associated impacts would occur; therefore, the EIR will not discuss the issue of solid waste generation.

Sewer and Wastewater Treatment Plant Capacity

The project site is served by San Francisco's combined sewer system, which handles both sewage and stormwater runoff. No major new sewer construction would be needed to serve the proposed project. Wastewater treatment for the east side of the City is provided primarily by the Southeast Water Pollution Control Plant. The project would meet any wastewater pre-treatment requirements of the San Francisco Public Utilities Commission, as required by the San Francisco Industrial Waste Ordinance.¹⁵ The project would have little effect on the total wastewater volume discharged through the combined sewer system, particularly since stormwater runoff contributes greatly to the total flow and the site is already paved (resulting in maximum stormwater flows). The project would not result in a substantial increase in demand for wastewater treatment, and thus it would not result in an associated significant impact. The EIR will not evaluate demands on wastewater treatment facilities.

¹⁵ City and County of San Francisco, Ordinance No. 19-92, San Francisco Municipal Code (Public Works), Part II, Chapter X, Article 4.1 (amended), January 13, 1992.

Public Services

Police and Fire Protection. The project site presently receives police and fire protection services, and the project would create additional demand for fire and police services in the area. The nearest police station is located at the Hall of Justice at 850 Bryant Street. Although the project could increase the number of calls received from the area or the level of regulatory oversight that must be provided as a result of the increased concentration of activity on site, the increase in responsibilities would not likely be substantial in light of the existing demand for police protection services in the South of Market area. The nearest fire station, Engine 35, is located at Pier Twenty-Two and a Half on The Embarcadero at Harrison Street. Although the project could increase the number of calls received from the area or the level of regulatory oversight that must be provided as a result of the increased concentration of activity on site, the increase in responsibilities would not likely be substantial in light of the existing demand for fire protection services in the Rincon Hill-Rincon Point area. Furthermore, the increase in demand would not require the construction of any new police or fire prevention facilities, and thus would not result in an associated significant impact. For these reasons, the EIR will not discuss police or fire protection services.

Schools and Recreation Facilities. The nearest elementary school is the Bessie Carmichael Elementary School at 55 Sherman Street, the nearest middle school is the Potrero Hill Middle School at 655 De Haro Street, and the closest high school is Mission High School at 3750 18th Street. These schools would be able to accommodate any students generated by the project. The proposed building would contain a swimming pool and exercise room for residents, and thus would not substantially increase demand at recreational facilities in the area. The project population would not have an associated significant demand for schools and recreation facilities, and this topic will not be discussed in the EIR.

Power and Communications Facilities. The proposed project building would require typical utility connections and could tap into existing power and communications grids. Any relocation would be completed without interruption of service to adjacent properties.

San Francisco consumers have recently experienced rising energy costs and uncertainties regarding the supply of electricity. The root causes of these conditions are under investigation and are the subject of much debate. Part of the problem is thought to be that the State does not generate sufficient energy to meet its demand and must import energy from outside sources. Another part of the problem may be the lack of cost controls as a result of deregulation. The California Energy Commission (CEC) is currently considering applications for the development of new power-generating facilities in San Francisco, the Bay Area and elsewhere in the State. These facilities could supply additional energy to the power supply “grid” within the next few years. These efforts, together with conservation, will be part of the statewide effort to achieve energy sufficiency. The project would not be built and occupied until about 2006;

therefore; additional generating facilities may have been completed by the time the project is in operation.

The project-generated demand for electricity would be negligible in the context of the overall demand with San Francisco and the State, and would not in and of itself require a major expansion of power facilities. No new power or communications facilities would be necessary as a result of project implementation, and thus the proposed project would not result in an associated significant physical environmental effect. The EIR will not discuss this issue.

Water Supply Facilities. The proposed project would generate an estimated demand for about 28,750 gallons of water per day.¹⁶ There is currently limited consumption of water on the site. The proposed project would incrementally increase the demand for water in San Francisco. The new construction would be designed to incorporate water-conserving measures, such as low-flush toilets and urinals, as required by the California State Building Code Section 402.0(c). The projected water consumption for the proposed project was assumed in the San Francisco Public Utilities Commission's *Urban Water Management Plan 2000* and an adequate water supply would be available for the project.¹⁷

Because the project would not result in a substantial increase in water use, it would not result in a significant impact, and therefore, the EIR will not discuss water supply facilities.

	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
8. <u>Biology</u> - Could the project:			
a. Substantially affect a rare or endangered species of animal or plant, or the habitat of the species?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
b. Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
c. Require removal of substantial numbers of mature, scenic trees?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

The project site is within a developed area of the City, and it is covered by impervious surfaces. The site does not provide habitat for any rare or endangered plant or animal species, and the proposed project

¹⁶ Daniel Steiner, consulting engineer, *Estimated Water Use by 500 Dwellings*, February 26, 2002. The estimate of 115 gallons per day per household is consistent with water use assumption incorporated within the San Francisco Public Utility Commission's (SFPUC) Year 2000 Urban Water Management Plan (UWMP). 115 gallons x 250 units = 28,750 gallons per day.

¹⁷ The SFPUC 's UWMP update 2000 is based on the ABAG Year 2000 Projections, which include all known or expected development projects in San Francisco through the Year 2020.

would not affect, or substantially diminish, plant or animal habitats. The project would not interfere with any resident or migratory species. No trees would be removed. The open space proposed as part of the project would include plants and street trees appropriate for the urban landscape of the project site. In conclusion, the proposed project would not result in significant adverse impacts on biology. Therefore, the EIR will not discuss biology.

	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
9. <u>Geology/Topography</u> - Could the project:			
a. Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
b. Change substantially the topography or any unique geologic or physical features of the site?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

The Community Safety Element of the *San Francisco General Plan* contains maps that indicate areas in which one or more geologic hazards exist. The project site is located in an area subject to “non-structural” (Modified Mercalli Intensity VII) from seismic groundshaking originated by a characteristic earthquake (Moment Magnitude 7.1) along the San Andreas fault approximately six miles southwest of San Francisco, and the Northern Hayward fault approximately 12 miles northeast of San Francisco (Maps 2 and 3 in the Community Safety Element), Seismic Hazards Study Zone designated by the California Division of Mines and Geology. The project site is also in an area of liquefaction potential (Map 4 of the Community Safety Element). The project site is not in an area subject to landslide, seiche or tsunami run-up or reservoir hazards (Maps 5, 6, and 7 in the Community Safety Element).¹⁸

Along Fremont Street, street grade slopes about seven percent down towards the northwest. The project property also slopes down to the east and the elevations vary from approximately 40 feet to 50 feet ¹⁹ along Fremont Street, and from approximately 30 to 40 feet along the northeast side.

The project sponsor has provided a feasibility geotechnical study prepared by a California-licensed geotechnical engineer.²⁰ The document includes a site reconnaissance and a review of geotechnical reports for projects adjacent to or nearby the project site (325 Fremont Street, 388 Beale Street [Avalon Towers], 400 Beale Street, and 333 First Street). The purpose of the study was to evaluate subsurface

¹⁸ City and County of San Francisco, *Community Safety Element, San Francisco General Plan*, April, 1997.

¹⁹ All elevations are referenced to San Francisco City Datum (mean sea level)

²⁰ Treadwell & Rollo, *Feasibility Geotechnical Study, 355 -375 Fremont Street, San Francisco*, October 21, 2002. This study is available for public review by appointment in Project File No.2002.0449E at the Planning Department, 1660 Mission Street, Suite 500, San Francisco, CA.

conditions at the site and present preliminary geotechnical conclusions and recommendations for evaluating the feasibility of the proposed project. The site conditions are interpolated from adjacent site data.

The report indicates that the site is underlain by fill, probably on the order of ten feet deep, consisting of loose to medium dense clayey sand with variable amounts of brick fragments that may be rubble from the 1906 earthquake. Sand fill containing rubble was used to fill in basements and raise grades. The soil encountered directly below the fill varies from dense to very dense clayey and silty sand to bedrock, which was found to be within 10 feet of the ground surface along the southeast side of the site, but could be in excess of 50 feet along the northwest end.

Groundwater was encountered in borings near the site ranging from 2.5 to 10 feet below ground surface. The groundwater level fluctuates seasonally and could be encountered at various elevations in the bedrock. At the northwest end, where the bedrock is deep, the ground water level would be in the soil above bedrock at depths of 25 to 30 feet below ground surface. It is expected to be present in seams and fractures in the bedrock.

The proposed project foundation and five-level parking garage would require excavation to a depth of approximately 50 feet below the ground surface mid-point of the site along Fremont Street and remove about 27,800 cubic yards of fill. Because of the shallow nature of the water table, at least some of the excavation for the proposed structure would trigger the need for dewatering. Any groundwater encountered during construction of the proposed project would be subject to requirements of the City's Industrial Waste Ordinance (Ordinance Number 199-77), requiring that groundwater meet specified water quality standards before it may be discharged into the sewer system. The Bureau of Environmental Regulation and Management (BERM), of the San Francisco Public Utilities Commission must be notified of projects necessitating dewatering, and may require groundwater analysis before discharge. Potential degradation of groundwater quality as a result of dewatering during project construction would be reduced to a less-than-significant level through BERM requirement for retention of groundwater pumped from the project site in a holding tank, and analysis of the quality of this groundwater before it is discharged to the combined sanitary and storm drain sewer system.

Should dewatering be necessary, the final foundation study for the project would address the potential settlement and subsidence impacts of this dewatering. Based upon this discussion, the report would contain a determination as to whether or not a lateral movement and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey is recommended, the Department of Public Works would require that a Special Inspector (as defined in Article 3 of the *Building Code*) be retained by the project sponsor to perform this monitoring. Groundwater observation wells would be installed to monitor potential settlement and subsidence. If,

in the judgment of the Special Inspector, unacceptable movement were to occur during dewatering, groundwater recharge would be used to halt this settlement. The project would delay construction, if necessary. Costs for the survey and any necessary repairs to service lines under the street would be borne by the project sponsor.

The *Building Code* also contains provisions which require that grading on slopes of greater than 2:1, or where cut sections will exceed ten vertical feet (the latter of which is the case for the proposed project), must be done in accordance with the recommendations of a soil engineering report. The recommendations contained in the Feasibility Geotechnical Study include but are not limited to:

- A detailed geotechnical study should be prepared for the project site.
- The preliminary conclusion is that a mat would be the most appropriate foundation type.
- The need for shoring to support the sides of the excavation and for underpinning to support adjacent buildings should be evaluated based on the depth of the building's foundations and the type of shoring used.
- A soldier beam and lagging shoring system with tiebacks can be used to support the sides of the excavation. Because the soldier beam and lagging system is a flexible shoring system, it would likely be necessary to underpin the adjacent buildings that have foundations above the bottom of the proposed project excavated.²¹
- All pavement and other foundations structures of the existing building on the project site should be removed during demolition.
- To provide a stable subgrade during construction, the groundwater should be drawn down at least three feet below the bottom of the excavation.
- Provisions for waterproofing and resisting hydrostatic uplift pressure s should be included in the foundation design.

The geotechnical report indicates that the project would be suitable for development providing that the recommendations included in the report were incorporated into the design and construction of the proposed development. The sponsor has agreed to follow the recommendations of the report in constructing the project.

The project site is also located in an area of liquefaction potential, in a Seismic Hazards Study Zone (SHSZ) designated by the California Division of Mines and Geology. For any development proposal in an area of liquefaction potential, the Department of Building Inspection (DBI) will, in its review of

²¹ It is possible to excavate without encroaching on adjacent property, however, it would require a more expensive system of tiebacks on the project site and a loss of parking space due to construction of wider foundation walls. Richard Rodgers, Tredwell & Rollo, telephone conversation August 12, 2003.

the building permit application, require the project sponsor to prepare a geotechnical report pursuant to the State Seismic Hazards Mapping Act. The report would assess the nature and severity of the hazard(s) on the site and recommend project design and construction features that would reduce the hazards(s).

To ensure compliance with all *San Francisco Building Code* provisions regarding structural safety, when DBI reviews the geotechnical report and building plans for a proposed project, it will determine necessary engineering and design features for the project to reduce potential damage to structures from groundshaking and liquefaction. Therefore, potential damage to structures from geologic hazards on a project site would be mitigated through the DBI requirement for a geotechnical report and review of the building permit application pursuant to its implementation of the *Building Code*. For all the above reasons, the proposed project would not result in a significant impact related to geology and soils, and the EIR will not address these topics.

	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
10. <u>Water</u> - Could the project:			
a. Substantially degrade water quality, or contaminate a public water supply?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
b. Substantially degrade or deplete groundwater resources, or interfere substantially with groundwater recharge?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
c. Cause substantial flooding, erosion or siltation?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Water Quality

The proposed project would not substantially degrade water quality or contaminate a public water supply. All sanitary wastewater from the proposed building and stormwater runoff from the project site would be collected and treated at the Southeast Water Pollution Control Plant prior to discharge in San Francisco Bay. Treatment would be provided pursuant to the effluent discharge limitations set by the plant's National Pollutant Discharge Elimination System (NPDES) permit. See page 26 for a discussion of sewer and wastewater treatment plant capacity. See Flooding, Erosion and Siltation on pages 32 and 33 for a discussion of water quality during construction.

Groundwater Resources

The project would include excavation to about 50 feet in depth to accommodate up to five levels of underground parking. Groundwater may be found at depths of 2.5 to 35 feet. Dewatering could be required and is discussed on pages 30 and 31.

Flooding, Erosion and Siltation

The project site is currently covered by impervious surfaces. Site drainage would be redesigned to take into account the below-grade parking garage, but site runoff would continue to drain to the City's combined storm and sanitary sewer system and would be treated to the standards contained in the City's NPDES Permit. The foundation and below-grade portions of the building would be water tight to avoid the need to permanently pump and discharge water. Stormwater runoff from upstream of the site would be collected along Fremont Street and would discharge into the City storm drain system. During construction, requirements to reduce erosion would be implemented pursuant to *California Building Code* Chapter 33, Excavation and Grading. During project operations, the project would comply with all local discharge requirements.

No use of groundwater currently exists on the site and none is proposed. Therefore, groundwater resources would not be substantially degraded or depleted, and the project would not interfere substantially with groundwater recharge. In conclusion, the proposed project would not result in significant adverse impacts on surface water or groundwater quality. Therefore, the EIR will not include analysis of hydrology and water quality issues.

	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
11. <u>Energy/Natural Resources</u> - Could the project:			
a. Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner? <input type="checkbox"/>		■	■
b. Have a substantial effect on the potential use, extraction, or depletion of a natural resource? <input type="checkbox"/>		■	■

Energy Use

The project includes new residential units and parking. Development of these uses would not result in use of large amounts of fuel, water or energy in the context of energy use throughout the City and region. The project would meet current state and local codes concerning energy consumption, including Title 24 of the *California Code of Regulations*, enforced by the Department of Building Inspection. For this reason, the project would not cause a wasteful use of energy, and would have a less-than-significant impact on energy and natural resources.

Because the project would comply with the energy efficiency regulations of Title 24, it would not be considered to use energy wastefully. Based on this evaluation, no substantial environmental effects related to energy use are expected from the proposed project, and energy consumption will not be discussed in the EIR.

Natural Resource Use

Other than natural gas and coal fuel used to generate the electricity for the project, the project would not use substantial quantities of other non-renewable natural resources. Therefore, the project would not have a substantial effect on the use, extraction, or depletion of a natural resource, and this topic is not required to be analyzed in the EIR.

	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
12. <u>Hazards</u> - Could the project:			
a. Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
b. Interfere with emergency response plans or emergency evacuation plans?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
c. Create a potentially substantial fire hazard?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

Public Health Hazards and Hazardous Materials

A Phase I Environmental Site Assessment (ESA) was prepared for the project site by an independent consultant.²² The Phase I ESA was conducted to identify possible environmental concerns related to on-site or nearby chemical use, storage, handling, spillage, and/or on-site disposal, with particular focus on potential degradation of soil and groundwater quality.

The Phase I ESA noted that the project site has served many uses in the past including residential dwellings, a plastics company, a soap manufacturer, a lithographer, a printing press company, a bookbinding company, a clothing manufacturer, a painting company, a mechanical shop, and commercial office space.

As part of the Phase I ESA, various databases of hazardous waste and materials sites were reviewed. The project site is not included in any of the database lists of such sites, although there are some records of hazardous materials in the vicinity of the project site.

The Maher Ordinance is a San Francisco regulation that requires certain environmental actions for various sites but those primarily “Bayward of the high-tide line.” The site is not within the limits of the ordinance.

²² SCA Environmental, Inc. *Phase I Environmental Site Assessment, 355-375 Fremont Street, San Francisco, CA*, October, 1998. A copy of the Phase I ESA is available for review by appointment as part of the project file at the Planning Department, 1660 Mission Street, Suite 500, San Francisco, CA.

Underground Storage Tanks

The Phase I study recommended a limited subsurface investigation to assess potential soil and groundwater contamination from any above ground or underground storage tanks on the project site. An inspection was conducted in November 1998 by Southwest Hazard Control, and no evidence of a UST was found within the property line.²³

Soil Contamination

The site is underlain by approximately ten feet of fill material composed of loose to medium dense clayey sand with varying amounts of brick fragments that may be rubble from the 1906 earthquake. The soil encountered directly below the fill varies from dense to very dense clayey and silty sand to bedrock.

Construction of the new building at 375 Fremont Street would entail excavation of about 27,800 cubic yards of soil. If the DBI required geotechnical studies conclude that soil and groundwater conditions could pose significant human health or safety hazards, a Site Mitigation Plan (SMP) and a Health and Safety (H&S) Plan would be required prior to initiating any earth-moving activities at the site. The plan would contain policies and procedures to protect site workers from potential health and safety impacts related to contaminated soil and groundwater. The project sponsor has agreed to implement Mitigation Measure Number 2 in the Mitigation Measures section of the Initial Study, which would ensure that any potential impacts due to the presence of petroleum hydrocarbons, heavy metals, or other hazardous materials in soils on the project site would be reduced to a less-than-significant level.

Site remediation measures in themselves could have impacts. During site remediation, workers, and possibly the public, could be exposed to chemical compounds in the soil, soil gases, or groundwater. The public and the environment could be exposed to airborne chemical compounds migrating from a site under remediation. Accidents during transportation of contaminated soils and/or groundwater could lead to exposure of the public and the environment to the chemical compounds. Potential impacts of remediation would be mitigated, in part, by legally required safety and hazardous waste handling and transportation precautions. These measures, along with application of clean-up standards, would serve to protect human health and the environment during site remediation, thus minimizing remediation impacts to below a significant level.

Serpentine Containing Asbestos

The proposed excavation for below-grade parking levels would encounter Franciscan Formation bedrock that could contain chrysotile, a variety of serpentine that constitutes a potentially harmful form of

²³ Letter from Mike Hegarty, Division Manager SHC to Theodore Brown, November 10, 1998. This letter is available for public review by appointment in Project File No.2002.0449E at the Planning Department, 1660 Mission Street, Suite 500 San Francisco, CA.

asbestos. If chrysotile serpentine were present in the rock, operations such as drilling, ripping, and off-hauling could produce dust that contains asbestos. Because asbestos poses a hazard when it is in a friable (crushed) condition and becomes airborne, this could be a short-term construction hazard possibly affecting on-site personnel and persons in near-vicinity, off-site locations. If construction operations would disturb chrysotile serpentine in the bedrock, measures would be established to limit dust generation and adequately protect on-site workers and neighbors against prolonged asbestos exposure. Implementation of Mitigation Measure Number 2 by the project sponsor would minimize potential impacts related to serpentine containing asbestos to a less-than-significant level.

Asbestos

The existing building on the project site was constructed in 1926 at a period of time when asbestos was used in buildings. A survey confirmed the presences of asbestos containing materials (ACM) in 18 suspect materials collected from the building.²⁴ Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with notification requirements under applicable Federal regulations regarding hazardous air pollutants, including asbestos. The Bay Area Air Quality Management District (BAAQMD) is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition or abatement work.

Notification includes the names and addresses of operations and persons responsible; description and location of the structure to be demolished/altered including size, age and prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition or abatement; nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The District randomly inspects asbestos removal operations. In addition, the District will inspect any removal operation concerning which a complaint has been received.

The local office of the State Occupational Safety and Health Administration (OSHA) must be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow state regulations contained in 8CCR1529 and 8CCR341.6 through 341.14 where there is asbestos-related work involving 100 square feet or more of asbestos containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the property where abatement is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler

²⁴ EnviroScience, Inc., *A Limited Survey Report for Asbestos Containing Materials*, October, 1998. This report is available for public review by appointment in Project File No.2002.0449E at the Planning Department, 1660 Mission Street, Suite 500, San Francisco, CA.

of the material is required to file a Hazardous Waste Manifest which details the hauling of the material from the site and the disposal of it. Pursuant to California law, the Department of Building Inspection (DBI) would not issue the required permit until the applicant has complied with the notice requirements described above.

These regulations and procedures, already established as a part of the permit review process, would insure that any potential impacts due to asbestos would be reduced to a level of insignificance. The presence of asbestos on the project site would not be considered a potentially significant impact.

Lead-based Paint

Lead-based paint may be found in the existing building constructed in 1926, and proposed for demolition as part of the project. A survey of the existing building confirmed the presence of lead above the limit of detection (LOD) of 18 sampled painted surfaces.²⁵ Demolition must comply with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint. Where there is any work that may disturb or remove lead paint on the exterior of any building built prior to December 31, 1978, Chapter 36 requires specific notification and work standards, and identifies prohibited work methods and penalties.

Chapter 36 applies to buildings or steel structures on which original construction was completed prior to 1979 (which are assumed to have lead-based paint on their surfaces), where more than ten total square feet of lead-based paint would be disturbed or removed. The ordinance contains performance standards, including establishment of containment barriers, at least as effective at protecting human health and the environment as those in the Department of Housing and Urban Development (HUD) Guidelines (the most recent Guidelines for Evaluation and Control of Lead-Based Paint Hazards) and identifies prohibited practices that may not be used in disturbance or removal of lead-based paint. Any person performing work subject to the ordinance shall make all reasonable efforts to prevent migration of lead paint contaminants beyond containment barriers during the course of the work, and any person performing regulated work shall make all reasonable efforts to remove all visible lead paint contaminants from all regulated areas of the property prior to completion of the work.

The ordinance also includes notification requirements, contents of notice, and requirements for signs. Notification includes notifying bidders for the work of any paint-inspection reports verifying the presence or absence of lead-based paint in the regulated area of the proposed project. Prior to commencement of work, the responsible party must provide written notice to the Director of the Department of Building Inspection, of the location of the project; the nature and approximate square

²⁵ EnviroScience, Inc., *A Limited Survey Report for Lead-Based Paints*, October, 1998. This report is available for public review by appointment in Project File No.2002.0449E at the Planning Department, 1660 Mission Street, Suite 500, San Francisco, CA.

footage of the painted surface being disturbed and/or removed; anticipated job start and completion dates for the work; whether the responsible party has reason to know or presume that lead-based paint is present; whether the building is residential or nonresidential, owner-occupied or rental property, approximate number of dwelling units, if any; the dates by which the responsible party has or will fulfill any tenant or adjacent property notification requirements; and the name, address, telephone number, and pager number of the party who will perform the work. (Further notice requirements include Sign When Containment is Required, Notice by Landlord, Required Notice to Tenants, Availability of Pamphlet related to protection from lead in the home, Notice by Contractor, Early Commencement of Work [by Owner, Requested by Tenant], and Notice of Lead Contaminated Dust or Soil, if applicable.) The ordinance contains provisions regarding inspection and sampling for compliance by DBI, and enforcement, and describes penalties for non-compliance with the requirements of the ordinance.

These regulations and procedures by the *San Francisco Building Code* would ensure that potential impacts of demolition, due to lead-based paint, would be reduced to a level of insignificance. The presence of lead paint on the project site would not be considered a potentially significant impact.

Other Potential Hazardous Materials

The proposed project includes demolition of the existing building that may contain Polychlorinated Biphenyls (PCBs) and mercury. Inadvertent release of such materials could expose construction workers, occupants, or visitors to these substances, which could result in various adverse health effects if exposure were of sufficient quantity. Although abatement programs similar to those described for asbestos and lead-based paint have not been adopted for PCB and mercury testing and cleanup, items containing PCBs and mercury that are intended for disposal must be managed as hazardous waste and must be handled in accordance with Occupational Safety and Health Administration (OSHA) worker protection requirements. Nonetheless, potential impacts associated with PCBs and mercury in structures would be considered potentially significant.

Hazardous building materials sampling and abatement, as described in Mitigation Measure 3, would reduce potential impacts associated with PCBs and mercury in structures to a less-than-significant level.

Hazardous Materials Use of the Proposed Project

Regarding the potential for public health hazards, the proposed project would involve residential and parking development that would require relatively small quantities of hazardous materials for routine business and household purposes. The development would likely handle common types of hazardous materials, such as paints, cleaners, toners, solvents, and disinfectants. These commercial products are labeled to inform users of potential risks and to instruct them in appropriate handling and disposal procedures. Most of the materials are consumed through use, resulting in relatively little waste.

Businesses are required by law to ensure employee safety by identifying hazardous materials, and adequately training workers. For these reasons, hazardous materials use by the project would not pose any substantial public health or safety hazards related to hazardous materials.

Emergency Response Plans

No interference with emergency response plans or emergency excavation plans would be expected. The project sponsor would develop an evacuation and emergency response plan in consultation with the Mayor's Office of Emergency Services to ensure coordination between San Francisco's emergency planning activities and the project sponsor's plan to provide for building occupants in the event of an emergency. The project's sponsor's plan would be reviewed by the Office of Emergency Services and implemented before the Department of Public Works issued final building permits. Occupants of the proposed building would contribute to congestion if an emergency evacuation of the South of Market area were required. Section 12.202(e)(1) of the *San Francisco Fire Code* requires that all owners of high-rise buildings (over 75 feet) "shall establish or cause to be established procedures to be followed in case of fire or other emergencies. All such procedures shall be reviewed and approved by the chief of division." Additionally, project construction would have to conform to the provisions of the Building and Fire Codes which require additional life-safety protections for high-rise buildings.

Fire Hazards

San Francisco ensures fire safety primarily through provisions of the *Building Code* and the *Fire Code*. Existing buildings are required to meet standards contained in these codes. In addition, the final building plans for any new residential project greater than two units are reviewed by the San Francisco Fire Department (as well as the Department of Building Inspection), in order to ensure conformance with these provisions. The proposed project would conform to these standards, including development of an emergency procedure manual and an exit drill plan. In this way, potential fire hazards (including those associated with hillside development, hydrant water pressure, and emergency access) would be mitigated during the permit review process.

In conclusion, potential public health and safety hazards related to the possible presence of heavy metals on the project site, and potential fire hazards in the new building would be reduced to a less than significant level as a result of regulations and procedures already established as part of the review process for building permits and mitigation proposed as part of the project. Therefore, the EIR will not discuss hazards.

13. **Cultural** - Could the project:

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|---|--|
| <p>a. Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community, ethnic or social group; or a paleontological site except as a part of a scientific study?</p> <p>b. Conflict with established recreational, educational, religious or scientific uses of the area?</p> <p>c. Conflict with the preservation of buildings subject to the provisions of Article 10 or (proposed) Article 11 of the City Planning Code?</p> | <p><input type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/></p> <p><input type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/></p> <p><u>To Be Determined</u></p> |
|---|--|

Archaeological Resources

An archaeological resource evaluation has been prepared for the proposed project. The *Archeological Cultural Resources Evaluation of the Proposed 375 Fremont Street Project* (Archeo-Tec June 2003) addresses the prehistoric, historic, and natural formation contexts of the project site; the potential for archaeological resources to be present; and the eligibility of the expected resources for listing to the California Register of Historic Places (CRHR). In its natural state, the project site was situated on the slope of Rincon Hill. The vegetation at the site was probably similar to that of most of the northern San Francisco peninsula -- mainly grasses, scrub brush, and occasional stands of oak trees or willows. Elevations of the site ranged between approximately 40 and 50 feet above mean sea level. The original shoreline of San Francisco Bay was located on three sides of the project site: the tip of Rincon Point was located about one-third mile to the east and the bay shoreline was located to the north and south of the project site, at distances ranging between 225 to 300 feet.

The project site is situated in what was, prior to the arrival of the first Europeans, the northwestern portion of the territory occupied by the Costanoan people, a Native American group also referred to in anthropological literature as the Ohlone. The marshes of Mission Bay, the shoreline of Yerba Buena Cove, and several sources of fresh water were located near the project site. Previous research has shown that such environments may have represented favorable sites for a Native American settlement. Several deeply buried, previously unrecorded prehistoric sites have been recently discovered in the South of Market area, one within two blocks of the project site. These deeply buried sites remained intact despite the topographical alteration that has taken place since the 1850s. An assessment of the characteristics of these archaeological sites and their proximity to the shoreline of Yerba Buena Cove and the marshes bordering Mission Bay suggests that similar prehistoric/protohistoric (up to 1775 A.D.) archaeological deposits may exist within or adjacent to the proposed project site. The present project area is therefore a zone of potential prehistoric archaeological sensitivity.

It is unlikely that there was any regular activity on the project site or its immediate vicinity during the Spanish, Mexican or Early American periods (1776-1848). The Mission Dolores and the Presidio, the principal centers of activity, were located a considerable distance from the site, and the gradual growth of the settlement of Yerba Buena (later renamed San Francisco) did not encroach upon the project site. Throughout the entirety of the Early Historic Period, the project area remained in a completely natural state.

The first settlement and development of the South of Market area in which the project site is located began during the Gold Rush era (1849-1857). After serving as a jumping-off point for prospectors waiting to travel to the Sierra gold fields, the area was initially developed with dozens of iron foundries and heavy machinery manufacturers. The project site is on the southern periphery of the Happy Valley and Pleasant Valley neighborhoods that developed during this period. The land on Fremont Street near the project site had been purchased and subdivided as early as February 1849. Subsurface cultural resources from the California Gold Rush era may be discovered within the borders of the project site as by mid-1851 the property was developed and occupied.

During the later 19th Century Period (1858-1906), the topography in the South of Market area was drastically altered, with all of the region's great sand hills systematically reduced over a period of about 20 years. The material excavated from the hillsides was used to fill in the waters of Yerba Buena Cove and Mission Bay, extending the City's shoreline eastward by up to 1,000 feet. The alteration of topography included the infamous Rincon Hill Second Street cut of 1869 which changed the economic character of the South of Market area. Houses were destroyed and the value of the land declined.

Numerous foundries and iron-working enterprises were in operation in relatively close proximity to the 375 Fremont Street project site. By the close of the 1860s, the project site and the surrounding area had been completely graded and developed, although relatively minimal topographic modification occurred when the project site was brought into conformity with City base requirements. A layer of fill, probably ranging between eight to ten feet in thickness, was placed within the project site during that period. In the 1870s, the surrounding neighborhood contained a mix of industrial/commercial enterprises as well as residences. During the final three decades of the 19th century, multi-story working class residential buildings occupied the proposed 375 Fremont Street site. Archival sources suggest that potential architectural remains and associated cultural resources may be associated with the Irish community that occupied the project vicinity during the last 19th Century.

The buildings on the project site were consumed by fire in the great 1906 earthquake. Most of the site was rebuilt by 1913, according to the 1913 Sanborn Map. During the second decade of the 20th Century, commercial and industrial uses were added to the existing residences at the site. By the early 1920s, the

project site and environs had been developed with the essential land use mix and architectural characteristics that typify the current neighborhood.

In summary, despite the topographic reduction that has occurred on the site since the 1850s, there is a potential for encountering prehistoric/protohistoric archaeological resources at the site. There is little likelihood of recovering cultural resources from the Spanish, Mexican or Early American periods (1775-1848). However, there is reasonable possibility that subsurface cultural resources of significance associated with the prehistoric, Gold Rush and Late 19th Century periods may exist within the confines of the project site.

Construction of the project is expected to involve substantial disturbance of previously undisturbed soils, including about 27,800 cubic yards of fill, excavation 40 feet below the existing grade and impacts from foundation improvements. No prior soils-disturbing activities have been identified that would have significantly impaired the integrity of archaeological resources within the project site. The prehistoric and historical archaeological resources that are expected to be present within the project site may have sufficient scientific/historical research potential to qualify the resources for eligibility for listing to the CRHR under criteria A and D. Given the potential presence of archaeological resources on the site, the project sponsor would implement Cultural Resources Mitigation Measure 4, to reduce the potentially significant disturbance, damage, or loss of archaeological resources during project construction to a less-than-significant level. Archaeological resources, therefore, require no analysis and will not be included in the EIR.

Historic Architectural Resources

The existing 375 Fremont Street masonry building, built in 1929, is a two and one-half story, flat roofed industrial building designed and built by Structural Engineer/Contractor James H. Hjul for use as a bindery and knitting mill.²⁶ The proposed project could affect historic and architectural resources of significance on the project site or on adjacent properties. Buildings on and in the vicinity of the project site were surveyed between 1974 and 1976 as part of a City-sponsored citywide inventory of architecturally significant buildings. The inventory assessed the architectural significance of 10,000 surveyed structures from the standpoint of overall design and particular design features. Both contemporary and older buildings were included and each building was numerically rated according to its overall architectural significance. The ratings ranged from a low of "0" to a high of "5." Factors considered included architectural significance, urban design context, and overall environmental significance. The 375 Fremont masonry building on the project site was rated "1" in the 1976 Citywide Architectural Survey. The building is not listed on the National Register of Historic Places, or listed

²⁶ McGrew/Architects, *Historic Resource Evaluation Report, Fremont Street Bindery & Knitting Mill, 355 Fremont Street*, January 2003. This report is available for public review by appointment in Project File No.2002.0449E at the Planning Department, 1660 Mission Street, Suite 500, San Francisco, CA.

under Article 10 of the City *Planning Code* (which concerns sites such as designated City Landmarks and buildings within Historic Districts), or Article 11 of the City *Planning Code* (which involves rating buildings for their architectural significance). The Foundation for San Francisco’s Architectural Heritage, however, rated the building a “C-Contextual Importance.” These are buildings “which are distinguished by the their scale, materials, compositional treatment, cornice, and other features. They provide a setting for more important buildings and they add visual richness and character to the area. Many C-group buildings may be eligible for the National Register as part of eligible historic districts.” The proposed project could have a significant impact on architectural or historical resources and the Historic Resources Evaluation Report will be discussed in the EIR.

Yes

No

Discussed

C. OTHER

Require approval and/or permits from City Departments other than the Planning Department or Department of Building Inspection or from Regional, State or Federal Agencies?

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The project would require Conditional Use Authorization by the Planning Commission for height above 40 feet, and a zoning reclassification by the Planning Commission and the Board of Supervisors for the proposed building height. A list of approvals and permits necessary for the project is presented in the Project Description Section on page 10 and on page 12 in the Compatibility with Zoning, Plans and Policies Section.

D. MITIGATION MEASURES PROPOSED AS PART OF THE PROJECT

	<u>Yes</u>	<u>No</u>	<u>N/A</u>	<u>Discussed</u>
1. Could the project have significant effect if mitigation measures are not included in the project?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
2. Are all mitigation measures necessary to eliminate significant effects included in the project?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

The following mitigation measures are related to topics determined to require no analysis in the EIR. The EIR will contain a Mitigation Measures chapter which describes these measures, and will include other measures which would or could be adopted to reduce potential adverse effects of the project.

The project sponsor has agreed to implement the following mitigation measures which are necessary to avoid significant effects:

Mitigation Measure 1

Construction Air Quality: The project sponsor shall require the construction contractor(s) to spray the project site with water during excavation, grading, and site preparation activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other such material; cover trucks hauling debris, soils, sand or other such material; and sweep surrounding streets during these periods at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor shall require the construction contractor(s) to obtain reclaimed water from the Clean Water Program for this purpose.

The project sponsor shall require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as prohibiting idling motors when equipment is not in use or when trucks are waiting in queues, and implementing specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

Mitigation Measure 2

Hazards (Contaminated Soil):

Step 1: Preparation of Site Mitigation Plan:

Soil and groundwater samples shall be characterized (analyzed) for metals, petroleum hydrocarbons and gasoline/diesel components, volatile and semi-volatile organic compounds, and other constituents, as requested by the Department of Public Health (DPH). In addition, groundwater characterization shall be carried out for total suspended solids, total settleable solids, pH, total dissolved solids, and turbidity. Samples shall be analyzed by state-accredited laboratories. Based on the results of soil and groundwater characterization. Site Mitigation Plan shall be prepared by a qualified individual, in coordination with DPH and any other applicable regulatory agencies. The sampling and studies shall be completed by a Registered Environmental Assessor or a similarly qualified individual. Excavated soils shall be disposed of in an appropriate landfill, as governed by applicable laws and regulations, or other appropriate actions shall be taken in coordination with DPH.

Step 2: Site Health and Safety Plan

Prior to conducting any remediation activities a Site Health and Safety Plan would be prepared pursuant to California Division of Occupational Safety and Health (Cal-OSHA) requirements and National Institute for Occupational Safety and Health guidance to ensure worker safety. Under Cal-OSHA requirements, the Site Health and Safety Plan would need to be prepared prior to initiating any earth-moving activities at the site. The Site Health and Safety Plan shall identify protocols for managing soils during construction to minimize worker and public exposure to contaminated soils. The protocols shall include at a minimum:

- Characterization of excavated native soils proposed for use on site prior to placement to confirm that the soil meets appropriate standards.
- The dust controls specified in Air Quality Mitigation Measure 1.
- Protocols for managing stockpiled and excavated soils.

The Site Health and Safety Plan shall identify site access controls to be implemented from the time of surface disruption through the completion of earthwork construction. The protocols shall include as a minimum:

- Appropriate site security to prevent unauthorized pedestrian/vehicular entry, such as fencing or other barrier of sufficient height and structural integrity to prevent entry and based upon the degree of control required.
- Posting of “no trespassing” signs.
- Providing on-site meetings with construction workers to inform them about security measures and reporting/contingency procedures.

If groundwater contamination is identified, the Site Health and Safety Plan shall identify protocols for managing groundwater during construction to minimize worker and public exposure to contaminated groundwater. The protocols shall include procedures to prevent unacceptable migration of contamination from defined plumes during dewatering.

The Site Health and Safety Plan shall include a requirement that construction personnel be trained to recognize potential hazards associated with underground features that could contain hazardous substances, previously unidentified contamination, or buried hazardous debris.

The Site Health and Safety Plan shall include procedures for implementing a contingency plan, including appropriate notification and control procedures, in the event unanticipated subsurface hazards are discovered during construction. Control procedures could include, but would not be limited to, investigation and removal of underground storage tanks or other hazards.

Step 3: Handling, Hauling, and Disposal of Contaminated Soils

(a) specific work practices: If, based on the results of the soil tests conducted, DPH determines that the soils on the project site are contaminated at or above potentially hazardous levels, the construction contractor shall be alert for the presence of such soils during excavation and other construction activities on the site (detected through soil odor, color, and texture and results of on-site soil testing), and shall be prepared to handle, profile (i.e., characterize), and dispose of such soils appropriately (i.e., as dictated by local, state, and federal regulations) when such soils are encountered on the site. If there are excavated materials containing over one percent friable asbestos, they would be treated as hazardous waste, and would be transported and disposed of in accordance with applicable State and federal regulations. These procedures

are intended to mitigate any potential health risks related to chrysotile asbestos, which may or may not be located on the site.

(b) dust suppression: Soils exposed during excavation for site preparation and project construction activities shall be kept moist throughout the time they are exposed, both during and after work hours.

(c) surface water runoff control: Where soils are stockpiled, visqueen shall be used to create an impermeable liner, both beneath and on top of the soils, with a berm to contain any potential surface water runoff from the soil stockpiles during inclement weather.

(d) soils replacement: If necessary, clean fill or other suitable material(s) shall be used to bring portions of the project site, where contaminated soils have been excavated and removed, up to construction grade.

(e) hauling and disposal: Contaminated soils shall be hauled off the project site by waste hauling trucks appropriately certified with the State of California and adequately covered to prevent dispersion of the soils during transit, and shall be disposed of at a permitted hazardous waste disposal facility registered with the State of California.

Step 4: Preparation of Closure/Certification Report

After excavation and foundation construction activities are completed, the project sponsor shall prepare and submit a closure/certification report to DPH for review and approval. The closure/certification report shall include the mitigation measures in the SMP for handling and removing contaminated soils from the project site, whether the construction contractor modified any of these mitigation measures, and how and why the construction contractor modified those mitigation measures.

Mitigation Measure 3

Hazards (PCBs). The project sponsor would ensure that building surveys for PCB-containing equipment (including elevator equipment), hydraulic oils, and fluorescent lights are performed prior to the start of demolition. Any hazardous materials so discovered would be abated according to federal, state, and local laws and regulations.

Mitigation Measure 4

Cultural Resources: Given the location and depth of excavation proposed, and the likelihood that archaeological resources would be encountered on the project site, the sponsor has agreed to retain the services of an archaeologist. The archaeologist would carry out a pre-excavation testing program to better determine the probability of finding cultural and historical remains. The testing program would use a series of mechanical, exploratory borings or trenches and/or other testing methods determined by the archaeologist to be appropriate.

If, after testing, the archaeologist determines that no further investigations or precautions are necessary to safeguard potentially significant archaeological resources, the archaeologist would submit a written report to the Environmental Review Officer (ERO), with a copy to the project sponsor. If the archaeologist determines that further investigations or precautions are necessary, he/she shall consult with the ERO and they shall jointly determine what additional procedures are necessary to minimize potential effects on archaeological resources.

These additional mitigation measures would be implemented by the project sponsor and might include a program of on-site monitoring of all project soils disturbing activities, during which the archaeologist would record observations in a permanent log. The monitoring program, whether or not there are finds of significance, would result in a written report to be submitted first and directly to the ERO, with a copy to the project sponsor. During the monitoring program, the project sponsor would designate one individual on site as his/her representative. This representative would have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist would immediately notify the Environmental Review Officer (ERO), and the project sponsor would halt any activities which the archaeologist and the ERO jointly determine could damage such cultural resources.

After notifying the ERO, the archaeologist would prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsor, which would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific additional mitigation measures to be implemented by the project sponsor. These additional mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, curation, and data recovery.

After the completion of the archaeological field program, the archaeologist would prepare a draft final report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration and/or recovery program was conducted.

A copy of the draft final report prepared according to this mitigation measure would be sent first and directly to the ERO for review and comment. Following approval by the ERO, copies of the final report(s) would be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the California Historical Resources Information System, Northwest Information

Center. Three copies of the final archaeology report(s) shall be submitted to the Office of Environmental Review, accompanied by copies of the transmittals documenting its distribution to the President of the Landmarks Preservation Advisory Board and the California Historical Resources Information System, Northwest Information Center.

E. ALTERNATIVES

Alternatives to the proposed project will be defined further and described in the EIR. At a minimum, the alternatives analyzed in the EIR will include the following:

1. A No Project Alternative in which the project site would remain in its existing condition, with a two-story, approximately 46,500-square-foot office building;
2. A Reduced Alternative in which the proposed uses would be at a lower level of intensity so as to reduce potential traffic impacts (or any other topic with a potentially significant impact); and
3. An Existing Rincon Hill SUD Compliant Alternative in which the proposed project would comply with current zoning controls.

F. MANDATORY FINDINGS OF SIGNIFICANCE

	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
1. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
2. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
3. Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
4. Would the project cause substantial adverse effects on human beings, either directly or indirectly?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

The proposed project could adversely impact visual quality, transportation and historical architectural resources.

G. ON THE BASIS OF THIS INITIAL STUDY

- ☐ I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Department of City Planning.
- ☐ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.
- ☒ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

Date: aug 16, 2003

Joan A Kugler
PAUL E. MALTZER
Environmental Review Officer
for
Gerald G. Green
Director of Planning

Appendix B

Transportation D Definitions

APPENDIX B

TRANSPORTATION DEFINITIONS

GENERAL PLAN ROADWAY CLASSIFICATIONS

The San Francisco Planning Department has developed a street hierarchy system for the City and County of San Francisco, in which the function and design of each street are consistent with the character and use of adjacent land. The major classifications in the Vehicle Circulation Plan of the San Francisco *General Plan* are:

- **Freeways:** Limited access, very high capacity facilities; primary function is to carry intercity traffic; they may, as a result of route location, also serve the secondary function of providing for travel between distant sections in the city.
- **Major Arterials:** Cross-town thoroughfares whose primary function is to link districts within the city and to distribute traffic from and to the freeways; these are routes generally of citywide significance; of varying capacity depending on the travel demand for the specific direction and adjacent land uses.
- **Transit Conflict Streets:** Streets with a primary transit function which are not classified as major arterials but experience significant conflicts with automobile traffic.
- **Secondary Arterials:** Primarily intra-district routes of varying capacity serving as collectors for the major thoroughfares; in some cases supplemental to the major arterial system.
- **Recreational Streets:** A special category of street whose major function is to provide for slow pleasure drives and cyclist and pedestrian use; more highly valued for recreational use than for traffic movement. The order of priority for these streets should be to accommodate: 1) pedestrians, hiking trails or wilderness routes, as appropriate; 2) cyclists; 3) equestrians; 4) automobile scenic driving. This should be slow and consistent with the topography and nature of the area.
- **Collector Streets:** Relatively low-capacity streets serving local distribution functions primarily in large, low-density areas, connecting to major and secondary arterials.
- **Local Streets:** All other streets intended for access to abutting residential and other land uses, rather than for through traffic; generally of lowest capacity.

In addition to the San Francisco Planning Department's roadway classifications, the freeways, major arterials, and transit conflict streets are included in the Congestion Management Program (CMP) Network and Metropolitan Transportation System (MTS) Network (see below).

Transit Preferential Streets

The Transit Preferential Street network classification system takes into consideration all transportation functions, and identifies the major transit routes where general traffic should be routed away from. There are two classifications of transit preferential streets: Primary Transit Streets, which are either transit-oriented or transit-important; and Secondary Transit Streets.

- **Primary Transit Street – Transit-Oriented:** Not major arterials, with either high transit ridership, a high frequency of service, or surface rail. Along these streets, the emphasis should

be on moving transit vehicles, and impacts on automobile traffic should be of secondary concern.

- **Primary Transit Street – Transit-Important:** Major arterials, with either high transit ridership, high frequency of service, or surface rail. Along these streets, the goal is to improve the balance between modes of transportation, and the emphasis should be on moving people and goods, rather than on moving vehicles.
- **Secondary Transit Street:** Medium transit ridership and low-to-medium frequency of service, or medium frequency of service and low-to-medium transit ridership, or connects two or more major destinations.

In general, it is City policy that transit preferential treatments should be concentrated on the most important transit streets, and the treatments applied should respond to all transportation needs of the street. For example, on streets that are major arterials for transit and not for automobile traffic, treatments should emphasize transit priority; on streets that are major arterials for both transit and automobiles, treatments should emphasize a balance between modes. It is also City policy that automobile facility features (such as driveways and loading docks) should be reduced, relocated or prohibited on transit preferential streets in order to avoid traffic conflicts and automobile congestion.

Citywide Pedestrian Network

The Citywide Pedestrian Network is a classification of streets throughout the city used to identify streets devoted to or primarily oriented to pedestrian use. The main classifications are:

- **Citywide Pedestrian Network Street:** An inter-neighborhood connection with "citywide significance" includes both exclusive pedestrian and pedestrian-oriented vehicular streets. These streets include the Bay, Ridge, and Coast trails, are used by commuters, tourists, general public and recreaters, and connect major institutions with transit facilities.
- **Neighborhood Network Street:** A neighborhood commercial, residential or transit street that serves pedestrians from the general vicinity. Some streets may be part of the Citywide network, but are generally oriented towards neighborhood-serving uses. Types include exclusive pedestrian and pedestrian-oriented vehicular streets. As part of the Neighborhood Network Street network, streets are classified as **Neighborhood Commercial Streets**, which are streets that are predominately commercial use with parking and loading conflicts, or **Neighborhood Network Connection Streets**, which are intra-neighborhood connection streets that connect neighborhood destinations.

In general, it is City policy that sufficient pedestrian movement space should be provided to minimize pedestrian congestion, sidewalks should be widened where intensive commercial, recreational or institutional activity is present, and efforts should be made to ensure convenient and safe pedestrian crossings at intersections.

Congestion Management Program (CMP) Network

The CMP Network is the network of freeways, state highways, major arterials and transit conflict streets (see Roadway Classifications, above) established in accordance with state Congestion Management legislation. As part of the CMP, the San Francisco County Transportation Authority is required to determine the level of service (LOS) for the CMP Network streets every two years. The LOS is based on the average travel speed for each roadway segment during both the AM and PM peak periods. The

level of service standard is LOS E, except for roadway segments that operated at LOS F in 1991 (when the first study was performed). The CMP requires development of "Deficiency Plans" for any CMP-designated roadway that operate at LOS F. These plans include an analysis of the causes of the deficiency, a list of improvements that would have to be made to prevent the deficiency from occurring (including cost estimates), a list of improvements proposed as part of the plan, and an action plan for implementation of the improvements (including an implementation schedule).

Metropolitan Transportation System (MTS) Network

The MTS Network is defined by Metropolitan Transportation Commission (MTC) as part of its Regional Transportation Plan. The MTS is a regional network of roadways, transit corridors and transfer points, identified by the MTC on the basis of specific criteria. The criteria identified facilities that provide relief to congested corridors, improve connectivity, accommodate travel demand, and serve a regional transportation function. The State highways and major thoroughfares designated in San Francisco's CMP roadway network are all included in the regional MTS network. There are a few instances in which the local CMP network is not identical to the MTS network due to differences in the criteria used to define each network.

LEVELS OF SERVICE DEFINITIONS

Intersection operating conditions are described by Levels of Service (LOS). LOS is a qualitative description of an intersection's performance, based on the average delay per vehicle. LOS definitions are different for signalized and unsignalized intersections. Table B-1 and B-2 provide these definitions.

TABLE B-1
SIGNALIZED INTERSECTION LEVEL OF SERVICE DEFINITIONS BASED ON DELAY

LEVEL OF SERVICE	TYPICAL DELAY (SEC/VEH)	TYPICAL TRAFFIC CONDITION
A	≤ 5.0	Insignificant Delays: No approach phase is fully utilized and no vehicle waits longer than one red indication.
B	5.1 - 15.0	Minimal Delays: an occasional approach phase is fully utilized. Drivers begin to feel restricted.
C	15.1 - 25.0	Acceptable Delays: Major approach phase may become fully utilized. Most drivers feel somewhat restricted.
D	25.1 - 40.0	Tolerable Delays: Drivers may wait through more than one red indication. Queues may develop but dissipate rapidly, without excessive delays.
E	40.1 - 60.0	Significant Delays: Conditions are generally the limit of acceptable delays. Vehicles may wait through several signal cycles and long queues of vehicles from upstream.
F	> 60.0	Excessive Delays: Represents unacceptable conditions with extremely long delays. Queues may block upstream intersections.

Sources: *Highway Capacity Manual*, Highway Research Board, Special Report No. 209, Washington, D.C., 1985; *Interim Materials on Highway Capacity*, Circular 212, Transportation Research Board, 1980.

TABLE B-2
ARTERIAL LEVEL OF SERVICE DEFINITIONS BASED ON TRAVEL SPEED

ARTERIAL CLASS	I	II	III
RANGE OF FREE FLOW SPEEDS (mph)	45 to 35	35 to 30	35 to 25
TYPICAL FREE FLOW SPEED (mph)	40	35	27
LEVEL OF SERVICE	AVERAGE TRAVEL SPEED (mph)		
A	≥ 35	≥ 30	≥ 25
B	≥ 28	≥ 24	≥ 19
C	≥ 22	≥ 18	≥ 13
D	≥ 17	≥ 14	≥ 9
E	≥ 13	≥ 10	≥ 7
F	< 13	< 10	< 7

Level of Service A: Primarily free-flow operations at average travel speeds, usually about 90 percent of the free flow speed for the arterial class. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Stopped delay at signalized intersections is minimal.

Level of Service B: Reasonably unimpeded operations at average travel speeds, usually about 70 percent of the free flow speed for the arterial class. The ability to maneuver within the traffic stream is only slightly restricted and stopped delays are not bothersome. Drivers are not generally subjected to appreciable tension.

Level of Service C: Stable operations. However, ability to maneuver and change lanes in mid-block locations may be more restricted than in LOS B, and longer queues and/or adverse signal coordination may contribute to lower average travel speeds of about 50 percent of the average free flow speed for the arterial class. Motorists will experience an appreciable tension while driving.

Level of Service D: Borders on a range on which small increases in flow may cause substantial increases in approach delay and, hence, decreases in arterial speed. This may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combination of these. Average travel speeds are about 40 percent of free flow speed.

Level of Service E: Significant approach delays and average travel speeds of one-third the free flow speed or lower. Such operations are caused by some combination of adverse progression, high signal density, extensive queuing at critical intersections, and inappropriate signal timing.

Level of Service F: Extremely low speeds below one-third to one-quarter of the free flow speed. Intersection congestion is likely at critical signalized locations, with high approach delays resulting. Adverse progression is frequently a contributor to this condition.

Source: Highway Capacity Manual, Special Report 209, Transportation Research Board, 1980.



PLACE
POSTAGE
HERE

San Francisco Planning Department
Major Environmental Analysis
1660 Mission Street, 5th Floor
San Francisco, CA 94103

Attn: Tammy Chan, Environmental Coordinator
2002.0449E 375 Fremont Street

PLEASE CUT ALONG DOTTED LINE

RETURN REQUEST REQUIRED FOR FINAL
ENVIRONMENTAL IMPACT REPORT

TO: Planning Department,
Major Environmental Analysis

Please send me a copy of the Final EIR.

Signed: _____

Print Your Name and Address Below

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